

# Consultation

The Consolidated Plan is intended to provide a review of Manchester's community development programs and activities. It offers a series of strategies and an action plan that is designed to show how various HUD funds will be used to address the needs of low and moderate income individuals and families. The Consolidated Plan provides evidence of the needs that exist for multi-faceted programs offered to the City's low-income population. Finally it demonstrates how a comprehensive, well thought out plan offers the City and its citizens with direction on how to use its community development funds in the most cost-effective manner.

Manchester undertook the process of developing its Consolidated Plan in accordance with the applicable requirements as set forth by HUD. The process involved the continuation of existing partnerships, direct consultation with area public and non-profit agencies and the preparation of a citizen participation plan.

This chapter discusses the lead agency and the consultation process it undertook in the development of its plan.

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## PART ONE CONTENTS

**Lead Agency**

**State and Local Agency  
Involvement**

**Social Service Agency  
Involvement**

**Community  
Development Goals**

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## Lead Agency

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The Manchester Planning and Community Development Department serves as the lead agency responsible for coordinating the development of the Consolidated Plan. This Department undertook the development of the City's previous Consolidated Plan and has demonstrated an ability to bring together local and state agencies for the purpose of identifying resources and bridging gaps in local service programs.

The Planning Department monitors the progress of City agencies receiving funding from the Community Development Block Grant and HOME Programs. Members of the Planning Department's staff provide technical assistance to social service agencies and the City's housing providers.

The Planning Department offers assistance to local organizations seeking to obtain federal, state and local funding for housing opportunities that will enhance the permanent affordable housing inventory in Manchester. It monitors federal funds that are distributed to transitional housing providers and other supportive housing agencies, assuring that they continue to support the needs of Manchester's homeless population. It is the mission of the Planning Department to assist in the development of solutions to the problems of Manchester's many diverse populations by working in direct partnership with community organizations.

## State and Local Agency Involvement in the Plan

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The Manchester Planning Department planned and conducted a series of meetings that were attended by City Department Heads, local housing agencies and representatives from human service agencies, along with local residents of the City. The Consolidated Plan process was introduced at these meetings and support for the development of the plan was requested. It was stressed from the beginning that agency and individual grassroots involvement was critical to the success of the plan. Agency directors, City Department Heads and representatives of local housing agencies willingly volunteered their assistance. The process of developing the Consolidated Plan began with this commitment

### Agencies Involved in Process:

The New Hampshire Department of Mental Health and Developmental Services, The Mental Health Center of Greater Manchester, Granite State Independent Living and other local agencies responsible for working with the City's homeless and/or individuals with mental disabilities and people with developmentally disabilities cooperated by providing statistical information.

***Lead – Based Paint Consultation*** (This section should be expanded to include description of consultation with state and local health and child welfare agencies and examination of data

*regarding housing and children identified as lead poisoned).*

The Manchester Health Department along with the Greater Manchester Partners Against Lead Poisoning which has lead the way in developing methods and procedures for eliminating lead based paint hazards in the City and the State provided valuable statistical data and information on abatement practices.

Manchester Neighborhood Housing Services has taken the lead in the development of homeownership opportunities for Manchester's low and moderate income families. MNHS has also acted as the City's redevelopment agency and has converted many abandoned and substandard housing units to affordable rental housing.

Manchester Housing and Redevelopment Authority which administers federal housing assistance programs and supportive service offered use of community space for conducting public hearings.

### **Social Service Agency Involvement in the Plan**

Planning Department staff introduced the Consolidated Plan at a regular monthly meeting of the Greater Manchester Association of Social Agencies (GMSA) in January 2000. In February 2000, staff also conducted a public hearing at the regular monthly meeting of the association.

GMSA serves as advocacy group, with membership that represents most housing and human service agencies in the City. GMSA provided a natural forum to discuss the plan and enlist comments. At the meetings, staff outlined the Consolidated Plan process in detail, stressing the need to bring together as many agencies as possible to assist. Information on previous planning instruments was discussed.

Planning Department staff also attended the regular monthly meeting of the Manchester Area Continuum of Care MAC4 (MAC4) in January. This group is comprised of agencies in the City that provide assistance to homeless and near homeless individuals and families. Manchester's Continuum of Care is responsible for completing the City's application for funding under HUD's Continuum of Care Program. Additionally, the Continuum of Care provided information related to prevention/intervention, emergency shelter, transitional housing, permanent housing and community services that has been included in the Consolidated Plan. The information they provided identified barriers to services as well as gaps in service within the current delivery system in Manchester. Finally, they provided a list of strategies aimed at increasing resources for Manchester's homeless population.

Planning Department staff have been active participants in the Greater Manchester Association of Social Agencies, the Enterprise Community, the Manchester Continuum of Care, and the Minority Health Coalition. Staff will continue to monitor the progress of on-going programs and services provided to Manchester's disadvantaged populations. The Continuum of Care will be discussed in Chapter 6.

### **Goals and Objectives *Update Goals and Objectives***

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A statement of goals and objectives provides a common ground of agreement and provides the public with an insight into the purpose of the plan.

The Board of Mayor and Aldermen have adopted a general goal for overall community development by approving the preparation of a Master Plan. The purpose of the Master Plan will assist City officials accomplish a coordinated, harmonious, and adjusted development of the city and its environs which will, in accordance with existing and probable future needs, best promote health, safety, morals, order, convenience, prosperity, or the general welfare, as well as efficiency and economy in the process of development. (Code of Ordinances, City of Manchester, New Hampshire, Chapter 19, Article I, Section 19-11)

The following goals and objectives from the City Master Plan provide an overall view of the community development ideals. Following these, the key goals as expressed by the Department of Housing and Urban Development are outlined. The HUD goals are consistent with the housing and economic development goals of the community.

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## ***CITY COMMUNITY DEVELOPMENT GOALS***

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### ***GOAL - HOUSING***

*Maintain the stability of existing residential neighborhoods and expand the range of housing opportunities for all groups and income levels.*

#### **OBJECTIVES:**

- (1) Maintain a supply of properly zoned land which will allow for a variety of housing types to be constructed as dictated by prevailing market demand.
- (2) Encourage and support development regulations and development review processes which reflect the importance of preservation of existing neighborhood quality.
- (3) Encourage in-fill housing only where appropriate and which is compatible in density, scale and appearance with existing established neighborhoods.
- (4) Provide required public improvements in all neighborhoods as a means of enhancing and preserving residential characteristics.
- (5) Encourage residential development consistent with the protection of the environment and conservation of natural resources.
- (6) Provide increased housing opportunities for families, senior citizens and handicapped citizens.
- (7) Improve residential neighborhoods showing signs of blight or physical decay.

### ***GOAL - ECONOMIC BASE***

*Encourage new and expanded commercial and industrial activity by promoting functional, attractive and economically sound industrial and commercial areas and stimulate the expansion and diversification of an economy capable of providing increasing employment opportunities within the City.*

#### **OBJECTIVES:**

- (1) Evaluate the City's older commercial and industrial areas for their potential to be creatively rehabilitated and reused.
- (2) Provide additional space within the City for modern industrial parks.
- (3) Strengthen the Central Business District and integrate it with reuse of the Millyard complex to form a unified "Intown".
- (4) Development of an industrial land bank to provide a choice of industrial sites by location and size.
- (5) Encourage cooperation with surrounding municipalities to insure proper development and servicing of prospective industrial activities.
- (6) Improve or redevelop existing commercial areas to encourage the formation of a system of neighborhood, community and

regional commercial centers sufficient to provide the shopping and service needs throughout the City.

- (7) Promote efficient design of new and existing industrial and commercial centers such that they provide good access, efficient circulation and parking, adequate shopping space and attractive physical appearance.
- (8) Insure that the City's land use regulations are flexible enough to accommodate the changing market demands for commercial and industrial building space.
- (9) Upgrade and expand the municipal infrastructure system to facilitate long-term economic development within the City.

#### OBJECTIVES:

#### GOAL - TRANSPORTATION

*Maintain and upgrade the transportation system at a level which can safely service existing and future development within the City.*

- (1) Provide a well-balanced system of transportation consisting of all forms of transit, which is capable of expanding to meet the future needs of the area.
- (2) Develop a system of mass and rapid transit capable of providing reasonable and affordable service to fully developed areas of the City.
- (3) Provide direct and convenient access to the Interstate Highway System and to other major regional arteries.
- (4) Provide a transportation system that is compatible with the various land uses and neighborhoods.
- (5) Improve the movement of traffic and reduce hazards through the application of appropriate traffic engineering principles.
- (6) Use streets as aesthetic contributions to the environment through street landscaping.
- (7) Insure that adequate parking facilities are provided for all new development based on current standards for such facilities.
- (8) Provide expansion of the Manchester Airport in conjunction with an upgrade of access to the airport.
- (9) Evaluate means whereby private development can assist in funding required transportation improvements.
- (10) Design streets and control traffic and parking within residential neighborhoods that minimize the impact on neighborhood stability.
- (11) Provide safe and convenient pedestrian access throughout the City.
- (12) Enhance the visual character and quality of major streets and entrances to foster a positive image of the City.

#### OBJECTIVES:

#### GOAL - OPEN SPACE AND RECREATION

*Preserve and provide open space to enhance the overall environmental quality and provide a balanced year-round recreational and cultural program encompassing a full*

- (1) Provide for the development of suitable open space and recreation areas as necessary to accommodate development within the City.
- (2) Develop a system of permanent open space which links recreational and institutional uses, together with the City's population centers, residential neighborhoods and the downtown.
- (3) Preserve steep slope and areas deemed unreasonable for development as permanent open space.
- (4) Evaluate means whereby private development can assist in funding required recreation and open space improvements.

range of activities and facilities for all ages. (5)

Provide facilities for recreation and culture, both commercial and private, of such kind and in such locations as to make Manchester a focal point for enjoyment of the arts and for relaxation.

- (6) Preserve an adequate supply of land to be used for future cultural and recreational facilities.

#### OBJECTIVES:

#### GOAL - EDUCATION

Develop the human resources in the City to their maximum potential by improving the quality of learning and teaching in the school system and to insure that each individual has an equal opportunity for learning in the best possible physical environment.

- (1) Develop a system of educational facilities and services such that the entire resident population has full and equal opportunity to enjoy them.
- (2) Encourage a comprehensive program of modernization of existing educational facilities to insure provision of the most efficient and up-to-date physical plants and most modern equipment.
- (3) Promote a strategic planning program for the School District to assure sufficient educational facilities for the future.
- (4) Encourage innovative and imaginative educational programs and curricula designed to improve the quality of educational opportunities offered.
- (5) Expand educational programs to provide opportunities for job training and re-training in occupational areas of anticipated future economic growth.
- (6) Support institutions of higher education and encourage the development of an "Urban Campus" in the Millyard.

#### OBJECTIVE:

#### GOAL - HEALTH, WELFARE AND SAFETY

Provide a complete range of health, public safety and social welfare services and facilities that emphasize prevention and which will adequately and efficiently serve the residents of the City.

- (1) Provide adequate space for the planned growth of existing and future medical and other institutional activities.
- (2) Provide a complete range of police and fire protection facilities and services which will adequately protect all areas of the City.
- (3) Provide adequate sewerage, water, gas, electrical and other facilities and services to meet the current and anticipated demands of all areas.
- (4) Promote a comprehensive system of programs and services that emphasize an investment in the long-term life of the community.
- (5) Promote training programs in health service at local educational institutions and encourage individuals to enter these fields.
- (6) Promote enforcement of programs to prevent air and water pollution and provide for the environmentally sound disposal of solid waste.

#### OBJECTIVES:

- (1) Encourage the conservation and enhancement of the distinctiveness of the physical form of various neighborhoods.
- (2) Encourage historic preservation and study means of avoiding

#### GOAL - URBAN DESIGN

*Promote the introduction of urban design concepts and preservation of historic resources into the overall development process in order to make Manchester aesthetically pleasing as well as functionally satisfying.*

- (3) loss of significant historic structures.
- (3) Stress and encourage unity and order in the overall design of Manchester.
- (4) Encourage developers of residential as well as industrial and commercial facilities to be aware of the economic and social benefits to be derived by incorporating urban design elements in their plans.

#### OBJECTIVES:

- (1) Preserve a variety of scenic and natural areas within the City.
- (2) Encourage the protection of wetland areas and promote education of the value of such areas.
- (3) Require new development to take into account natural areas within their project.
- (4) Promote the conservation of natural resources through rational land use planning.

#### OBJECTIVES:

#### GOAL - NATURAL RESOURCES

*Protect and enhance environmentally sensitive and important areas within the City.*

- (1) Insure that incompatible land uses are separated and that already existing mixtures of compatible uses are subject to adequate controls.
- (2) Insure that new development takes place at a reasonable density, high enough to avoid excessive sprawl, yet low enough to allow for all necessary activities and reasonable expansion of facilities.
- (3) Provide a balanced mix of uses at a rate of growth that takes into consideration the need to reduce the fiscal impact of new development.
- (4) Assure that factors such as aesthetics, amenities and traditions are considered in the development of areas for residential, industrial, commercial or public use.
- (5) Insure that adequate land has been designated for commercial, industrial and similar uses to allow enterprises ample choice of location and is in balance with the demand for residential locations.

#### GOAL - LAND USE

*Promote efficient and effective use of the land of the City in order to create an environment consistent with the physical, social, economic and aesthetic needs and desires of Manchester's citizenry.*

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## Key HUD Goals

1) *Provide Decent Housing* including the provision of affordable housing without discrimination, assistance for the homeless and supportive housing for those with special needs.

2) *Provide a Suitable Living Environment* with safe and livable neighborhoods, access to services, revitalization of deteriorating areas, preservation of properties with special values, the conserving of energy and reducing the isolation of low-income groups.

3) *Expand Economic Opportunities* through job creation and retention, support for small businesses, provision of jobs for low-income persons, access to credit and empowering low-income persons to achieve self-sufficiency.



# Citizen Participation

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Since the inception of the City's Community Improvement Program in 1974-75, citizen participation has been an important tool in the project and selection process. Citizen participation was therefore a major element of Manchester's efforts to develop its Consolidated Plan. Public hearings have been considered the most effective vehicle for obtaining public comment.

For purposes of adequate coverage and facilitated access, public hearings on the Consolidated Plan were conducted at five different locations in the City. In order to solicit comments from public housing residents, two hearings were held at the City's major public housing complexes, Elmwood Gardens and Kelly Falls. Two other public hearings were held at the Manchester Community Resource Center and West High School. The final Hearing was held at Manchester City Hall. The Manchester Community Resource Center is located on Lake Avenue in the City's Enterprise Zone and West High School is situated on Manchester's West Side. Both are located in low income areas of the City that benefit from Community Development Block Grant and HOME Funds.

The Public Participation Process will continue to play an important role after adoption of the Consolidated Plan. At the end of this Chapter is the Citizen Participation Plan that outlines Manchester's commitment to citizen participation for future amendments and annual revisions to the Consolidated Plan.

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## **PART 2 CONTENTS**

**Notice and Outreach**

**Public Hearing Summary**

**Access to Information**

**Citizen's Comments to Draft**

**Amendments to Consolidated Plan**

**Citizen Participation**

**Attachments to Chapter**

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## **Summary of Citizen Participation Process**

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The development of the Consolidated Plan for the City of Manchester involved an extensive process of public participation. Every effort was made to involve and elicit comments from all relevant housing interest groups, housing providers, social service providers, city agencies and members of the general public. Notifications of public hearing were published in the Manchester Union Leader.

Citizens of Manchester were informed of the hearings and encouraged to participate. Numerous notices were mailed to human service agencies, local businesses and public and private housing agencies. Letters were sent to the Mayor and Board of Alderman listing the schedule of public hearings and providing information on the Consolidated Plan. The Manchester Housing and Redevelopment Authority posted notices at each of its public housing sites advertising the schedule of hearing at public housing complexes.

In addition to the public hearings, the City Planning Department conducted interviews and group meetings with housing and social service providers. Each organization was asked to participate in the process by updating statistics and providing information on new programs. Finally, every organization was asked to provide a description of the gaps in service for Manchester low-income individuals and families.

## **Summary of Citizen Comments or Views on The Plan**

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Public hearings were conducted on successive Wednesday evenings at different sites in the City. Public housing residents along with social service agencies and local businesses were invited to participate and share their views on the development of the City's Consolidated Plan. Two public hearings were held at community centers located in public housing developments, one was conducted at the Manchester Community Resource Center and one was conducted at West High School, followed by one at City Hall. Additional meetings were held with the Manchester Continuum of Care and Greater Manchester Association of Social Agencies (GMASA). Manchester Planning Department staff met individually with community based organizations in order to obtain information on current activities and to determine needs in the community and access gaps in service. The enclosed Map Numbered 1 provide the locations that the public hearings were held. Each of the six public hearing sites are located in areas of the City that will benefit from program funds.

Handouts outlining the Consolidated Plan process were provided to people attending the public hearings. Each public hearing was voice recorded. Members of the Manchester Planning Department staff were in attendance to answer questions and provide information on the Consolidated Plan, as well as Manchester's designation as a federal Enterprise Community. At each public hearing, the Moderator provided a brief outline of the Consolidated Plan process and informed those attending that a draft of the Plan would be

available for public review and comment prior to submission. At each hearing, attendees were informed that a public comment form was attached to the handout for use in the event they did not wish to speak.

The public hearings offered community agencies, public housing tenants, local businesses and other city residents an opportunity to discuss their concerns and help the City plan a strategy for the use of future Community Development Block Grant funds and other HUD funding opportunities.

The following summary comprises comments provided by people attending the public hearings.

## **PUBLIC HEARING No. 1**

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The first public hearing was held at the Manchester Community Resource Center, on Lake Avenue in Manchester's Enterprise Community. The moderator outlined the Consolidated Plan process and efforts underway by City officials to complete the process in an expedient manner. Eight people attended the hearing and participated in a lively discussion on issues related to the lack of decent affordable housing, job-training opportunities for youth, elderly issues, ethnic diversity and funding for non-profit community based organizations.

An extended discussion commenced on the issues of linking permanent housing opportunities with comprehensive education and occupational training. It was felt by many in attendance that existing occupational training programs often focus on just trying to assist people obtain minimum wage jobs and not careers that will provide them with the resources to purchase their own home or obtain permanent housing in the current market.

### *Affordable Housing Issues, Homeless Issues:*

The Mental Health Center has concerns regarding the need that exists within the City for additional supportive permanent housing for people with mental illness. Currently there are 72 "hard-to-reach" homeless people with serious mental health issues. The Mental Health Center stated that they are either living on the City's streets or in one of its emergency shelters. They also stated that there is a serious need for additional respite beds in the City and that the agency had a long waiting list for those in need of services.

Families in Transition expressed the need that exists in every part of the City for additional affordable housing units. They explained that Families in Transition often suspends its application process when waiting lists for housing and services extend beyond 5 months. They felt that additional "Shelter" was clearly a priority on their list and mentioned the number of families who are living in cars and campgrounds due to the lack of available shelter beds and/or affordable rental housing units. They also raised the issue of individuals and families that were doubled up with relatives and friends, as well as those who have had to move several times before being able to acquire permanent housing. FIT explained that most individuals and families move numerous times because they simply cannot afford housing in the City for themselves or their families.

A resident of the inner city expressed his concern that the "poorest of the poor" were not getting the help they need with housing assistance. He suggested the idea of "Second Chance Homes" for individuals who had been convicted of a crime or had bad credit histories, but were now trying to make a new start. He informed those in attendance that while he is a member of the Board at Manchester Neighborhood Housing Services, he does not qualify for housing due to specific regulations that prohibit his family from obtaining assistance. He said similar policies exist at other major housing providers in the City. He stated that people

who have had problems in the past are not eligible for assistance even though they have cleaned up their lives. Additionally, he stated that the lack of affordable housing is the reason many individuals that he knows were doubled up in rental units in the City.

A Social Worker with the Manchester School District, provided information on the number of families in the Manchester School District that are doubled up in apartments throughout the City, as well as the number that “are just a few steps away from homelessness.” She said that the School District has documented 172 children in the District that are currently part of a family that is homeless. She suggested that there are additional children from families that are doubled up and are trying to hide the fact that they are homeless. She went on to say that renovation work in the City has had a positive impact in terms of reducing density, but it has resulted in fewer units being available for Manchester’s low-income families. Also mentioned by her was the number of working families that are doubled up in area motels and campgrounds because they cannot find affordable housing. She also mentioned that while the City has had some success in eliminating slumlords from the inner city, they have also limited the housing options of many low-income families.

Those in attendance also noted that the Landlord Connection (an organization that was established to provide assistance in the form of reference information to property owners on potential renters) has played a role in the difficulties associated with many families finding affordable housing in the City. Examples were given of families that were deprived of housing opportunities because of information provided by the Landlord Connection. In many cases, the families that were used as examples had no previous history with a landlord in the City, or if they had, it was not through any fault of the family when problems were reported. While everyone in attendance agreed that people must be held accountable when problems occur in a tenant/landlord relationship, it is inappropriate for the Landlord Connection to single out families that encountered difficulties with landlords who failed to maintain their property. The Moderator informed those in attendance that at a recent meeting with staff at NH Legal Assistance, it was announced that Lawyers representing tenants in landlord disputes had also found that their names also appeared on the Landlord Connection.

A member of Manchester Neighborhood Housing Services Board of Directors provided information on the agency’s homeownership program. A first-time homeowner herself, she was pleased with the job that NHS was doing as it attempts to reduce the population density in the center-city. However, she was concerned that the elimination of existing housing stock would lead to the reduction in the number of available housing units for low-income individuals and families. She mentioned that the home she purchased, with assistance from NHS, was run down when she bought it, and, that homeless individuals once occupied it, but with help of NHS it has become a home for her family.

#### Education and Job Training Programs for Children and Young Adults:

Additional comments mentioned were the need for adult/mentor programs for youth, as well as work opportunities, especially during the summer months. Suggestions included specialized training programs that would provide youth with occupational opportunities and the possibility of higher paying jobs. Additional suggestion was that the Welfare-to-Work

Program should have specific job training opportunities that promote higher paying careers. They also suggested a number of business opportunities for members of the immigrant population along with those who are learning English as a Second language.

The Alliance for Community Supports and Project Renew talked about the programs their agency provided to City youth between the ages of 16-21 years. She mentioned that many of the clients they serve have serious problems functioning in traditional educational settings and that most are just looking for some kind of training in order to obtain employment. She also discussed the need to establish linkages with area business owners and the community as a whole in projects that will benefit the City's young adults.

*Level Funding, Impacts Ability of Non-Profits to Plan Program Expansion:*

Additional comments were that small non-profit community based organizations have to spend a tremendous amount of time and energy writing grant applications in order to obtain the necessary funds to remain in operation. Suggestion included that HUD and even the City provide long-term commitments (in terms of funding) to smaller agencies so that they could undertake more comprehensive planning activities. They felt that a three-year funding commitment made more sense than the traditional one-year agreements.

The Mental Health Center agreed with the suggesting that longer funding commitments would allow agency staff to focus on providing supportive services to those in need rather than spending all their time attempting to secure funds to remain operational.

*Elderly Issues:*

There were also suggestions that the elderly needed a "place to go," a place that they can call their own a space that is comfortable, where services other than meals are provided to participants. The Mental Health Center voiced a concern that the baby boom generation is getting older and that the City needs to start planning ahead in order to meet their needs.

*Youth Service Program:*

Alliance for Community Support mentioned the need for more GED testing sites, especially for youth diagnosed with SED. They suggested that the community as a whole needs to work closely with youth and not just code them as SED. The number of homeless children in the City has increased, especially between the 17 – 19 year old group. They also stated that many 17 year olds are getting lost. They informed the group that because of the age of the youth they are not allowed in the City's shelters or its youth homes. Most teenagers are doubled up with friends and family. Alliance for Community Support suggested that many are hiding the fact that they are homeless. They suggested that housing must be a major priority in the City's next budget.

One of the residents credited programs offered to youth residing in public housing, but was concerned that only public housing youth were allowed to participate in these programs, thus segregating the populations. He suggested that the City needs to promote efforts to integrate

public housing youth with other children in the community. He expressed disappointment that very few children use the former Blessed Sacrament Community Center that is operated by the Housing Authority.

Those in attendance agreed that the City's school buildings need to be open past school hours for activities such as basketball, sports or even childcare. It was felt that by doing this, children would be more apt to participate in programs and not congregate on the City's streets. It was felt that having school buildings open for activities, would help keep kids busy and would provide a level of comfort for parents knowing where their children were, after school. The After School Homework Center was mentioned as a successful project and a potential model to use for additional after school programming. A question regarding the availability of space at the Beech Street School was asked. There was some discussion about Beech Street School and whether part of the funding was for a community center within the school that was supposed to be open daily for neighborhood youth.

#### *Ethnic Diversity:*

It was mentioned that the number of new immigrants in the City is growing and the City needs to start looking into ethnic diversity programs for members of various populations. ESL classes and job training programs were mentioned, especially those geared to the new immigrant population and how it relates with local businesses. It was mentioned that the number of students in ESL classes is estimated at 1277 and that 57 languages are now being spoken in Manchester's schools. The issue of interpreters in the community continues to be a problem, as those currently working in the community are overworked and face "burn out."

#### *Additional Comment - Politics, Educating City Leaders, Additional Licensed Day Care Slots and Transportation Services:*

Other comments and concerns included: (1) Concerns that politics play a major role in which community based organizations receive funding; (2) The ongoing need on the part of community based organizations to continue educating the Mayor and Board of Alderman on the importance of the programs they offer; (3) In addition to housing, other barriers working families face include the limited number of licensed childcare slots in the City, followed by the lack of transportation services for those who work second and third shift jobs. Transportation is a very serious problem, since there are few if any buses that run past 6:00pm which prohibits individuals from working overtime or odd/non-traditional shifts.

## **Public Hearing No. 2**

The second public hearing was held at West High School on February 2, 2000. Following a brief introduction discussion centered on the process and issues discussed at the previous public hearing. Topics discussed at the second Public Hearing included affordable childcare, transportation and housing and supportive services for people with substance abuse problems. A total of five people were in attendance.

### Affordable Child Care:

Child and Family Services talked at length about the “family daycare network” which is a service that assists individuals in need of childcare. The family daycare network includes both childcare agencies and individuals that provide childcare services in their homes. The family daycare network also connects home childcare providers with community organizations that offer specific training classes such as CPR and other services, all of which are free of charge. According to them, access to childcare, along with transportation seems to be serious barrier for single parents and low-income families in the City. In addition, she said that the cost of childcare in the City is very expensive. They also mentioned that 2<sup>nd</sup> and 3<sup>rd</sup> shift childcare slots are greatly needed for those individuals who work outside the traditional 9:00–5:00 jobs. Child and Family Services also suggested that the City look into childcare services as a economic development issue.

VNA Child Care Center talked about the services provided by the Manchester Visiting Nurse Association [VNA]. They also expressed concern for the 2<sup>nd</sup> and 3<sup>rd</sup> shift employees and the lack of available childcare slots for this segment of the population. Another concern expressed was that the lack of affordable childcare has resulted in parents leaving their children with uncertified care providers who were offering daycare in facilities that were not regulated or properly supervised.

A member of the staff of the Foster Grandparent Program sponsored by Crotched Mountain discussed the National Senior Service programs that link seniors with childcare providers; she suggested that both parties profit from it. She also said service agencies and interested citizens need to come up with more ideas that entice volunteers to assist in providing services to multiple populations.

### Housing and Support Services for People with Substance Abuse Issues:

Addicts Anonymous told those gathered about the programs offered by their organization that has been active in Manchester since 1993. They provide services to individuals with substance abuse issues. The agency is seeking funds to buy a building in Manchester’s inner city, as well as operating funds to provide treatment for individuals with substance abuse problems. The services offers by Addicts Anonymous include counseling, housing, education and other supportive services as needed. They mentioned that New Hampshire is the 6<sup>th</sup> lowest state in the country in the expenditure of money for drug / alcohol abuse, yet its revenue from the sale of alcohol is among the highest of any state in the country.

## **PUBLIC HEARING No. 3**

The third public hearing was held on February 9, 2000, at the Elmwood Community Center located in Elmwood Gardens Public Housing Development. Sixteen people attended the hearing. Issues discussed included sidewalk improvements, sewer connections to a local housing cooperative, additional housing concerns and lead paint.



### Sewage Issues, Huse Road Cooperative Housing:

A resident of the Cooperative Housing Complex on Huse Road provided the audience with a brief presentation of the type of housing at the co-op and the need that the community has to connect homes within the complex to the City's sewer line. Ten other residents of the co-op joined him at the hearing. He mentioned that the co-op, with its 71 members, was located in South Manchester's south end community. He stated that the homes have been in the community for 35 years and that the septic system has never been replaced. He informed the crowd that within the last year they have begun experiencing problems with the system. Residents in the community were concerned about the health and medical issues that may arise if the sewer problems continue to worsen. Also noted was that the City's sewer line is approximately 200 feet from homes in the community. The co-op was seeking assistance from the City as it seeks to connect their homes to the City's sewer line.

### Sidewalks and Street Improvements:

A resident of the Elmwood Gardens Housing complex expressed concern about the sidewalks within the housing project. She mentioned that street and sidewalk resurfacing had not been done since 1957. She stated that three years ago the City undertook Phase I of street and sidewalk improvement at the project and had not returned to complete phase II. She questioned whether funding still existed for the completion of the project. She also requested information on whether the City had provided funding for both Phase I and Phase II and wondered when/if the City planned to complete the project. She informed those gathered that there were 200 families currently living in the development and that the sidewalks need to be accessible for people in wheelchairs and the elderly. She also stated that Trahan Street, which runs directly in front of the Community Center, frequently floods because of poor drainage. She also commented that the recently enacted traffic diversion plan, that includes barriers prohibiting cars for exiting the project using O'Malley Street, has proven effective. However, more people are using Baker Street and since the sidewalks are not properly paved, children walking to school have a difficult time, especially after a snowstorm.

Another resident also mentioned the need for a better street crossing near the Salvation Army home of the agency's "Kids' Café." She suggested better signage or even a traffic light was needed to slow the speed of cars traveling on Pine Street.

### Affordable Housing:

A housing advocate for the Way Home, expressed her concern regarding the lack of decent, affordable housing in the City. She stated that the cost of available rental housing units has increased substantially, especially over the last three years. She said that people she works with include individuals who are in desperate need of housing. She discussed a family of nine that she was involved with. She said that they have been living in the City's emergency shelter for the past 6 months. She offered information about another family of five that was doubled-up with the family's grandmother. She said that even though the head of the family was employed, she wasn't making enough money to afford permanent housing in the City. She stated that she has worked with 87 people (27 families) that have come to the Way Home seeking housing assistance. She said most are either homeless or doubled-up. Doubling-up

with friends and family is often the first option people use before they seek permanent housing assistance, which includes working with her agency attempting to secure a security deposit. She mentioned an organization called the Landlord Connection that has established itself as a referral agency for landlords in the City seeking information on potential renters. She said that often the information they provide is not accurate; as a result an additional barrier is set up for families trying to access housing in the City. Finally, she mentioned that last year the Way Home assisted 31 veterans obtain housing in the City, and that there is a need for additional housing for homeless veterans.

The Way Home's Healthy Homes Program discussed a recent case that involved a family of four. Apparently, an injury suffered by the male head of the household resulted in him being out of work for a short period of time and unable to pay the family's rent. His family was evicted and their names were placed on the Landlord Connection's referral list. He has since returned to work, and he has been compensated for the time he was disabled. While he now has the resources to afford housing he is unable to find it. She said that unfortunately things occur that people have no control over and because the City lacks sufficient, decent affordable housing, many families are struggling. Finally, she said that often it is the working poor families that have the greatest difficulty finding decent affordable rental housing units.

An interested citizen claimed that in the current housing market, many landlords in the City do not want to rent to individuals and families that have Section 8 Certificates/Vouchers. He stated that most landlords are more interested in renting their units at rates higher than they would receive through the subsidy. Also they do not have to deal with all the rules and regulations attached to the program or have them inspected every six months. He wanted to know if the City had the ability to freeze rents.

It was also noted that individuals who have been involved in starting "Tenant Advocacy Groups" as well as attorneys who have defended tenants in legal action against landlords have had their names attached to the Landlord Connection's referral list. One final issue worth noting involves the institution of application fees by many landlords in the City. Apparently, fees range from \$25 - \$75 and according to Landlords, cover the cost of conducting reference checks.

#### Lead Paint Abatement:

Child Health Services mentioned that there continues to be a very serious problem with the number of children who have elevated levels of lead in their blood.

It was mentioned the Peer Education Program sponsored by the Way Home provides cleaning services as well as lead paint abatement services in the City.

#### ***Public Hearing No. 4***

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The Fourth Public Hearing was held at Kelly Falls Community Center on February 16, 2000. The Kelly Falls Community Center is located within the Kelly Falls Public Housing Development. A total of thirteen people attended the hearing. Among the issues discussed at the hearing included, medical care for uninsured children and adults, lack of affordable housing, access issues for people with disabilities and elderly issues.

*Medical Care for Uninsured Children and Families:*

A representative from the Manchester Community Health Center spoke of the need that exists for primary health care especially for individuals, including children without insurance. Manchester Community Health Center estimated that last year 70% of the people served by the Community Health Center were uninsured. Additionally, he suggested that 25% of the children that received services were uninsured. He stated that in the City, the adolescent pregnancy rate is above the national average. He estimated the pregnancy rate at 68 to 69 per 1000 for that age group. Additionally, he stated that with the cultural and minority populations growing in Manchester, we need to look at the barriers faced by these populations when they attempt to access health care.

*Elderly Nutrition Programs:*

St. Joseph Community Services stated that the number of meals provided by the City's Meals-on-Wheels Program has increased from 900 to 1100 in the last year. She estimated that 90% of those served have income levels of 200% below poverty level. She also expressed concern that elderly people with fixed incomes could not afford the rent increases that are occurring throughout the City. She said that while the City continues to need additional affordable housing for the elderly, it must be built with supportive services attached.

The Moderator discussed with those gathered that the fastest growing segment of the population was individuals over the age of 85 years. With biotech research growing, the number in people living longer will continue to increase. He stated that we have to experiment with new concepts and ideas and that it is incumbent upon the City's larger housing agencies to undertake that role.

*Affordable Housing for Families and the Elderly:*

A representative of Habitat for Humanity spent time discussing the role of the agency in the development of affordable housing in the City. He discussed various projects that Habitat for Humanity had undertaken over the years and the number of people they have assisted. He provided information on upcoming activities and suggested that all his organization needed was additional resources and projects. He discussed the volunteer base that the organization uses to complete its projects.

A representative from The Way Home stated that the City was at a turning point in its history and that it needs to become more "user friendly." She told a story of a lady named "Mary Jane" who has been living in the same place for 25 years. Her rent has increased 70% since 1997. She

actually chronicled each rent increase along with the landlord's notes as to why he was raising the rent. She concluded her remarks by saying that we need to take care of those who have invested in the City, because if we don't many may find that they are not longer able to live here.

A resident and participant in the programs provided by Families in Transition stated that there is a need for "safe housing" in addition to the need for additional affordable rental housing in the City.

#### *Access Issues, Sidewalks & Ramps for People with Disabilities:*

A representative of Access Manchester provided information that in the State of New Hampshire there are approximately 68,000 individuals with mental or physical disabilities. Further, it is estimated that there are another 170,000 people classified as being frail elderly. Ms. Williams said that we need to look into the issues concerning these individuals. She mentioned the problems people with disabilities face in their day to day living environment. She cited examples of buildings and businesses that have designated parking spaces for people with disabilities, yet they do not have ramps that would allow people to enter the buildings. She also stated that there are also not enough accessible sidewalks in the City, which causes people in wheelchairs to navigate on streets and roads, which is very dangerous. She said that access needs to be universal, not just for those individuals in wheelchairs, but also for baby carriages, or for a UPS delivery person.

#### **Public Hearing No. 5**

The final public hearing to address comments on the draft of the consolidated plan was held on April 27, 2000 at the Aldermanic Chambers in City Hall.

Comments were received from a private citizen relative to definitions of homeless "shelters" with a suggestion to reclassify that term. The comments suggested that shelters be reclassified as group quarters not as housing units. "They are presently classified with nursing homes and prisons which suggest that occupants need supervision."

Other concerns were addressing the needs of those individuals with brain injuries, differentiating between the homeless and the medical continuum of care.

## **Public Hearing Participants**

**Description of efforts made to broaden public participation in the development of the Consolidated Plan including; outreach to minorities and**

**non-English speaking persons, as well as persons with disabilities. (Narrative not included in 2000 Plan).**

## **CITY OF MANCHESTER CITIZEN PARTICIPATION PLAN**

This citizen participation plan has been prepared as a component of the City of Manchester's Consolidated Plan, as required by the U.S. Department of Housing and Urban Development. The City currently receives federal funding under the Community Development Block Grant (CDBG), Emergency Shelter Grant (ESG), and the HOME program. The format of this plan follows that of 24 CFR Part 91.105.

### **(a.) APPLICABILITY AND ADOPTION OF THE CITIZEN PARTICIPATION PLAN**

#### **(1) Applicability**

As part of its Consolidated Plan, the City is required to adopt a citizen participation plan that sets forth the policies and procedures for citizen participation in the development of the five-year Consolidated Plan and each Annual Action Plan and budget to be developed during that period. HUD regulations for the Consolidated Plan indicate that when a jurisdiction has an existing citizen participation plan that meets earlier regulations, established under the Housing and Community Development Act of 1974, it may update such plan to meet the specifications for the Consolidated Plan.

#### **(2) Encouragement of Citizen Participation**

(i) The City will encourage citizen participation in the development of the Consolidated Plan, Annual Action Plans, and Comprehensive Annual Performance Evaluation Reports. Specific means of encouraging citizen input to the City during the development of the five-year plan include the following:

- 1) Two public hearings will be held. The first, scheduled at the beginning of the process, is intended to solicit general input regarding needs and strategies to meet such needs. A second hearing, to be held after a draft Consolidated Plan has been released is intended to provide members of the public with opportunities to respond to the draft plan.

- 2) The Director of Planning and Community Development will receive written input on the Consolidated Plan throughout the development process.

- 4) The Community Improvement Program staff will summarize input that the City receives during community meetings.

- 5) The Community Improvement Program staff will summarize citizen complaints and comments received by the City.

The Community Improvement Program staff will review input received through each of the above listed sources in the development of the five-year Consolidated Plan.

The City will include mechanisms for citizen participation in the development of each Annual Action Plan, as follows:

- 1) Two public hearings will be held each year to solicit input for the proposed Action Plan and budget and to allow comment on program performance.
- 2) The Director of Planning and Community Development will accept written testimony regarding the annual action plan.
- 3) The Community Improvement Program staff will continue to track citizen complaints/concerns/comments received by the City.

The Department of Planning and Community Development maintains a citizen participation mailing list containing community service, housing, and economic development agencies, community leaders, and persons who expressed interest in the City's community development programs or the consolidated planning process. There were over 100 agencies and persons on the list at the time this citizen participation program was written. Citizens who contribute comments at public hearings or submit written testimony may be added to the citizen participation mailing list, as will any other persons who express interest in participation. Persons/organizations included in the mailing list will be notified of specific opportunities for further participation in the consolidated planning process.

The City will actively promote opportunities for citizen participation. It will publicize public hearings and opportunities to submit written testimony as follows: 1) letters sent to community leaders and all persons/organizations who have requested to be on the mailing list; 2) a notice in the Union Leader, 3) a press release sent to local media; and 4) a notice posted on the City's Internet web site at [www.ci.manchester.nh.us](http://www.ci.manchester.nh.us).

(ii) The City will encourage participation by low and moderate income persons by including agencies that represent such persons in its mailings and requesting that such agencies help publicize opportunities for participation. All of the opportunities described in section (i) above, are accessible to low and moderate income persons.

(iii) The City will work with the Manchester Housing and Redevelopment Authority (MHRA) to encourage participation amongst residents of public housing complexes.

### **(3) Citizen Comment on the Citizen Participation Plan and Amendments**

The City released a draft version of the original Citizen Participation plan for public review and a seven-day public comment period. A notice of the plan's release was published in the Union Leader and sent to persons on the City's citizen participation mailing list, and a press release was sent to local media. Comments received were reviewed and considered for inclusion in this final version of this Citizen Participation Plan. Should any amendments be made to the citizen participation Plan, the City will again follow the same procedures.

### **(b) DEVELOPMENT OF THE CONSOLIDATED PLAN**

#### **(1) Availability of Information**

The City of Manchester will make available to citizens, public agencies and other interested parties information that includes the amount of assistance the City expects to receive and the types of activities that may be undertaken through the programs to be addressed by the Consolidated Plan.

The City does not anticipate displacement of persons through any of its federal programs. If displacement is considered, however, the City will utilize the mechanisms for citizen participation described in this plan in determining how to minimize such displacement.

**(2) Release of Proposed Consolidated Plan**

The City's proposed Consolidated Plan and any amendments to the plan will be released for a 30-day public comment period. The City will make copies of the draft document available at the main branch of the Library, the West Side Library and the Department of Planning and Community Development at City Hall. Members of the public will have an opportunity to comment on the contents of the document during the 30-day period. Where possible, the City will provide the document electronically to citizens and groups that request it. The City will publicize the release of the proposed Consolidated Plan through a press release to local media, a notice summarizing the plan in the Union Leader, and letters sent to persons on the citizen participation mailing list.

**(3) Public Hearings**

The City will hold a minimum of two public hearings during the year that the Consolidated Plan is formulated. The first hearing will be held prior to the plan's preparation, while the second will be held after a draft plan has been released. Encouragement of participation is discussed above in section (a)(2)(i).

**(4) Public Comment Period**

The City will release the proposed Consolidated Plan for a period of thirty days to receive public comment. Procedures for publicizing the release of the document and providing public access are described in section (b)(2), above.

**(5) Citizen Participation Plan**

The City will consider all oral and written testimony received for the development of its Consolidated Plan. A summary of all such comments along with the City's response will be included as an attachment to the final Consolidated Plan.

**(c) AMENDMENTS**

**(1) Criteria For Amendment To Consolidated Plan**

The City may determine, during the period covered by the Consolidated Plan, that an amendment to the plan is required. Criteria for initiating such a change include a significant shift in the City's community development needs. Particularly, if the City determines a need for a substantial shift of CDBG, HOME or ESG funds from one eligible activity to another, such an amendment will be initiated.

**(2) Public Notification and Comment Period**

If the City proposes an amendment to its consolidated plan, the proposal will be publicized by the following means: a notice in the Union Leader, a letter sent to persons on the city's citizen participation mailing list, and a press release to local media. The City will provide a **30-day** public comment period regarding any amendment to the Consolidated Plan.

**(3) Response to Comments**

In the event that the City amends its Consolidated Plan, it will review and consider all testimony received regarding an amendment. A summary of these comments and the City's response will be attached to the amendment of the Consolidated Plan. City will notify local agencies that serve non-English speaking residents of public hearings. If a need arises to(d) **PERFORMANCE**

**REPORTS**



**(1) Public Notification and Comment Period**

The City will announce the release of performance reports (Comprehensive Annual Performance Evaluation Report) through a notice in the Union Leader. Copies will be available at the main branch of the Library, the West Side Library and the Department of Planning and Community Development at City Hall. The City will provide a 15-day period for the public to submit comments on such reports prior to submitting them to the HUD.

**(2) Response to Comments**

The City will consider all comments it receives for use in preparing the performance reports. A summary of these comments and the City's response will be attached to the performance reports.

**(e) PUBLIC HEARINGS**

**(1) Purpose**

The City will conduct **two** public hearings each year, to obtain citizens' views and to respond to proposals and questions. The hearings will be held at two different stages of the program year and are intended to obtain the views of citizens on housing and community development needs. One of the two hearings will be scheduled before a draft version of the Annual Action Plan submission is prepared.

**(2) Notification**

The City will publicize public hearings via the following means: 1) letters sent to community leaders and all persons who have requested to be on the mailing list; 2) a notice in the Union Leader; 3) a press release sent to local media; and 4) a notice posted on the City's Internet web site at [www.ci.manchester.nh.us](http://www.ci.manchester.nh.us).

**(3) Scheduling**

Public hearings will be held in universally accessible facilities located through out the city. Public hearing sites include but are not limited to the following locations; the Manchester Community Resource Center, The West Side Library and the Aldermanic Chambers at City Hall. The City will schedule such meetings after working hours to maximize accessibility to low income persons.

**(4) Needs of non-English Speaking Residents**

The increase accessibility to non-English speaking residents, the City will work with these agencies to determine the method of increasing such accessibility.

**(g) AVAILABILITY TO THE PUBLIC**

The City will make copies of the Consolidated Plan, any amendments to the Consolidated Plan, and reporting documents available at the main branch of the Library, the West Side Library and the Department of Planning and Community Development at City Hall.

**(h) ACCESS TO RECORDS**

Citizens may view information and records relating to the consolidated plan, without cost, by appointment. Persons may either view the documents at the Department of Planning and Community Development, or pay the standard City photocopy rate to have copies made.

**(i) TECHNICAL ASSISTANCE**

The City will provide technical assistance to groups that wish to develop and submit proposals for funding assistance under the programs covered by the Consolidated Plan. This technical assistance will include information sessions to instruct potential subrecipients how to apply for funding, and individual assistance upon request.

**(j) COMPLAINTS**

The City will provide a written response to written complaints regarding the consolidated plan, amendments, and performance reports within fifteen business days of receipt of such complaints.

**(k) USE OF CITIZEN PARTICIPATION PLAN**

The City will follow this citizen participation plan during the consolidated planning process and during the administration of the programs covered by this plan.

**(l) JURISDICTION RESPONSIBILITY**

The requirements for citizen participation shall not restrict the responsibility or authority of the jurisdiction for the development and execution of its consolidated plan. The sole and final responsibility and authority to make determinations regarding the use of the City's CDBG, HOME, ESG funding and other community development programs rests exclusively with the Board of Mayor and Alderman.

## Part Three – Strategic Plan

### Key Strategies

#### **Strategy #1: Neighborhood Revitalization**

##### Issue Summary

Manchester's neighborhoods have undergone a significant transformation over the last ten years. The inner city neighborhoods that had traditionally been characterized by a concentration of industrial and commercial activity which in turn provided jobs and attracted people to live and work in those

areas experienced a considerable change. The downturn in the economy and the dispersion of jobs from the center City to outlying areas resulted in the City's high-density residential core to diminish, resulting in high vacancy rates and deteriorating and abandoned housing. Additionally, these neighborhoods became magnets for varied illicit activity with the increased crime further eroding their livability. Making a poor situation even worse, local businesses that once supported and relied on the people that lived in these neighborhoods also left the community.

Fortunately, many positive actions have been taken to address these issues since the development of the City's first Consolidated Plan, however other problems now serve to challenge the City for resolution. The turnaround of the economy, particularly in Manchester has resulted in a period of tremendous growth and interest in the City, which strangely enough, has also created new problems to be addressed. Although the City is enjoying a strong economic climate, in reality its ability to deal with the numerous and costly needs of the City are still lagging behind. The City's tax base suffered a significant decline in the early nineties and still has not yet fully recovered. During that period the City deferred expensive capital expenditures such as street and sidewalk reconstruction, neighborhood parks, schools, fire stations etc, which it is now seeking to fund. While the economy is strong the tax base of the City and its ability to pay for the required capital improvements has not kept pace

This is of course was not a situation that is unique to Manchester, but has been an issue for many post-industrial American cities.

##### Overall Approach

Manchester's neighborhood revitalization continues to be tied directly to the number of jobs that are available for residents that reside in these areas. Many traditional jobs as well as new occupations that are springing up in Manchester require specific training. While many traditional jobs still remain, they do not provide families with a wage necessary for upward mobility. Therefore, the City will continue to encourage the development of occupational training programs such as those offered by the Manchester Community Resource Center and Employment Supportive Housing Program. It will continue to work with educational community to assure that the needs of the City's ethnic population are being met and that they are offered every opportunity to obtain permanent employment at a livable wage.

## Strategy Elements

- The Enterprise Community Program is the cornerstone of the inner City neighborhood revitalization. Although not a HUD funded program, it was developed in conjunction with HUD and provides a broad-brush approach to addressing housing, jobs and job training, social service needs and family needs. HUD funded programs are designed to support and complement the Enterprise Community program.
- Provide health, social service and youth programs to those low and moderate-income families and individuals who would otherwise not have access to such services.
- Insure a safe environment through crime prevention and police enforcement programs.
- Rebuild decaying neighborhood infrastructure that includes the City's parks, city streets, sidewalks and utilities.
- Remove abandoned and burned out buildings that have been labeled blighted property.
- Increase homeownership opportunities and assistance to homeowners to rehabilitate their properties.
- Revamp and adopt the Zoning Ordinance to better reflect current housing market realities and densities.
- On a selective basis, consider support of rental housing rehabilitation projects that further the objectives of eliminating abandoned buildings, reducing density and preserving the urban design of the neighborhood.
- An increase in the amount of private, unsubsidized investment in the area.
- A reduction in the incidence of crime.

## **Strategy #2: City Wide Economic Development**

### Issue Summary

As discussed in Strategy #1, providing jobs in Manchester's neighborhoods is viewed as the key to reversing the desperation many low and moderate income City residents feel. The obstacles faced by the City towards success with this strategy include the challenge to insure that adequate employment opportunities exist and that those seeking and requiring employment have the appropriate qualifications and skills necessary to maintain employment. The 1990 census data indicates that the majority of the City's poorer residents are living in the inner city, however and unfortunately, most of the goods producing, retail and wholesaling businesses that would provide entry level lower skill jobs have left the Manchester's central area. Also, many businesses have tended to prefer the single-story locations possessing adequate on-site parking generally found in

suburbia to the City's multi-story buildings that have limited or no parking other than public garages or on-street parking.

In addition, various federal, state and local requirements, such as the need to make buildings universally accessible, energy code requirements, asbestos regulations and similar provisions provide a disincentive for developers interested in reusing the City's existing building stock to locate their businesses.

Besides, supporting programs that are directed at providing specific training and desirable skills the City's approach for increasing economic development is to continue to promote such activities and programs that are incentives to business investment in the Community. These initiatives are accomplished by both City Departments, ( ex, the Manchester Economic Development Office, (ex, operation of the Business Loan Program and the Planning Department's Building Improvement Grant Program), and by partnering with other City and quasi -City agencies and organizations. The City has made a commitment to aggressively market the Cities assets and attract new investment and associated economic opportunities for its residents. Additionally, the City continues to view the Millyard as a critical component to the economic vitality of the City and will market its area to emerging businesses interested in developing or relocating in this area.

#### **Strategy Elements:**

Specifically, the following are key components of the City's economic development strategy.

- The Enterprise Community Program remains a key part of this strategy with a continued focus on education, job training activities and comprehensive employment programs for residents of the inner city.
- The City will continue to encourage small businesses to partner with the business incubator. The City will continue to assist new and emerging businesses develop in the Elm Street area and the Millyard district.
- The City will continue to assist the University of New Hampshire, as develops its downtown campus. The City will support efforts of the University to identify potential funding opportunities that will enhance programs and services that assist inner city residents obtain education and permanent employment opportunities at livable wages.
- The City will continue its efforts to develop a River Walk along the Merrimack River, using its emergence as a marketing tool to entice businesses and people to the Millyard.
- The City will utilize approximately \$6 million dollars of Section 108 loan funds to provide financial assistance to eligible firms and organizations to undertake economic development activities. Activities might include but are not limited to the following: acquisition of real property, rehabilitation of property, related relocation activities, related clearance, demolition and removal, interest payments, and financing costs.

The following are benchmarks that will be used to measure the progress of the strategy over the next several years.

- Evaluate the number of individuals assisted through educational and occupational training programs offered at the Manchester Community Resource Center. Determine the rate of employment obtained following completion of educational/occupational training. Review wage rates to determine livability.
- Continue to review programs offered including ESL and training programs to assure needs of the community are being met.
- Create or retain a minimum of 172 jobs as a result of Section 108 loans.

### **Strategy #3: Fostering Homeownership**

Historically, Manchester has had a relatively balanced split between its rental housing and its housing that is owned. In the last few decades, the number of rental units has increased while homeownership has decreased, especially in Manchester's inner city neighborhoods. It is a goal of the City to have a fully balanced housing market. While there have been significant increases in the number of low and moderate-income families who own their own homes, the disparity is still significantly skewed with far fewer homeowners versus renters. As such, the City will continue to encourage homeownership programs.

The general approach for this strategy is to encourage new homeownership opportunities for individuals and families that generally would not consider or pursue homeownership opportunities and to encourage neighborhood revitalization by assisting existing homeowner's access funding to improve their properties.

#### **Strategy Elements**

- Support homeownership-training programs that help low-income households understand the responsibilities of homeownership and assist people with financing in order to obtain a home upon graduation from the program.
- Utilize HOME and ADDI funding to provide subsidies to low income families to assist them with the downpayment and closing costs associated with purchasing a home.
- Develop homeowner rehabilitation programs for inner City neighborhoods and other areas of the City deemed in need of assistance. Areas outside of the existing urbanized core are already developing in a primarily homeownership pattern and do not require assistance.
- Continue to explore opportunities to help low-income first time homebuyers meet increased costs associated with purchasing, renovating and maintaining a home.

The following are benchmarks that will be used to measure the progress of the strategy.

- An increase in the number of owner-occupied properties in the inner City neighborhoods.
- A balance of owner-occupied and rental units that approaches a 50-50 split.
- An increase in the number of available subsidies to assist low income families with the acquisition of their own home

#### **Strategy #4: Improving Accessibility in Public Facilities for People with Disabilities**

The City is required under Federal and State regulations to insure accessibility to public facilities, programs and employment in Manchester. The activities in the Community Development Program focus primarily on buildings and accessibility.

The strategy approach employed by the City is to maximize limited funding for accessibility projects by developing a priority of needs and working with City departments to gradually complete ADA requirements. The two prioritized categories of universal accessibility continue to be (1) access to and into City owned facilities and (2) complete access within the facility.

#### **Strategy Elements**

- Continued coordination and cooperation within City Departments using this "team approach" to address all the needs involving all City Departments.
- Develop a prioritized list of facility improvements focusing on areas of the greatest need.

The following are benchmarks, which can be used to measure the progress of the strategy over the next several years.

- The percentage of facilities which can be accessed.
- The percentage of facilities which are internally accessible.

#### **Affordable Housing Strategy**

The City identified in its 1995 Consolidated Plan, an affordable housing strategy that was based upon an analysis of 1990 Census Data and previous housing plans. It included an analysis of real estate market conditions, demographic patterns, the economy and input from the City's housing providers. For purposes of developing this plan, 1990 census data was again used where updated information was not available. Additionally, our assessment of the City's housing needs was based on a review of statistical information pertaining to; age, type and condition of housing stock, income of residents, incidence and type of housing problems, age patterns and other needs

of residents such as transportation requirements. The resulting affordable housing strategy focuses on a need to develop more affordable rental housing units, especially units that will accommodate larger families. Additionally, the City will encourage the development of homeownership programs for low-income families in the Community. For purposes of the Consolidated Plan the City will continue to focus its efforts in these two areas.

### Assignments of Priorities

**Housing problems - Overcrowding and physical defects.** Portions of this data was obtained from HUD's special tabulations that was part of the 1990 Census, other pieces of information were obtained from housing providers in the City. The information obtained indicates that the greatest incidence of housing problems are experienced by the extremely low and low-income citizens. Large, extremely low and low-income families that rent housing in the City experience the greatest amount of difficulty securing affordable housing followed by extremely low-income owner households. The problems of very low-income renters, especially large families was documented in information obtained from the network of housing and service providers. The City has assigned a high level of need in its Priority Needs Summary Table regarding physical defects for both extremely low-income owners and renter households. In terms of overcrowding, it has been noted by housing providers that a persistent problem in the City continues to be both large and small families that are doubled-up because of the high cost of housing. Traditionally, housing problems have generally decreased as overall family income increased. That does not appear to be the case in 2000 as vacancy rates have plummeted to their lowest levels in years and the availability of affordable housing is in short supply. The City views the problem of overcrowding as a high priority need. Regarding physical defects of the middle income households between 51% and 80% of the median. For this income category, the incidence of physical defects experienced by renter households is viewed therefore as a medium priority need.

### Cost Burdens

The City's analysis of housing cost burdens indicates that the extremely low income households regardless of size or the length of time they have resided in the City continue to expend the greatest proportion of their income for housing costs. Extremely low-income large rental households and small rental households have the greatest cost burdens and have been designated as high priorities in the Needs Table. Moderate income renter and owner households experience cost burdens that are similar and the City views their needs as low, moderate or nonexistent.

### Specific Objectives.

Manchester has begun to recover from the effects of a significant decline in real estate market values that it experienced in the late 80's and early 90's. Vacancy rates at that time were as high as 20% and have now declined to the point where they are less than 2%. With decreased vacancy rate, motivation for property investment, especially in the private sector, has increased. Although the economy has grown stronger since 1995 the incidence of housing problems for the City's poorer residents increased while their ability to find decent and affordable housing decreased. The City has responded to these conditions through the development of a



comprehensive neighborhood revitalization strategy that has addressed deteriorated and substandard housing units in these neighborhoods. This strategy involved the elimination of negative influences that cause deterioration, both physical and social, with an important element being an increase in the number of owner occupied properties in these neighborhoods. The loss in real estate values, low mortgage interest rates and the commitment of area banks to making loans in these neighborhoods has provided an opportunity for many low income families to purchase homes. Through an increase in the number of homeowners in these distressed neighborhoods, the City believes that their stake in the area will result in well maintained properties and a greater awareness and reaction to the crime and various illicit activities that have been both the cause and result of the deterioration of the neighborhoods.

The City has used CDBG funds to assist Manchester Neighbor Housing Service establish a comprehensive Homeownership Program. It offers training and provides financing including downpayments and closing cost assistance, which traditionally have served as a barrier for most lower income families attempting to become homeowners. For those properties purchased that require improvements or substantial rehabilitation, supplemental assistance is also available through funding obtained by MNHS through the City's CDBG and HOME programs. The Homeownership Program provides renters desiring to be homeowners with an understanding of the requirements that homeownership brings as well as budgeting and management skills necessary to maintain their home. This popular and successful program was one of MNHS' first activities in its efforts to revitalize the East side inner city neighborhoods.

The City working with local agencies has aggressively marketed homeownership opportunities in an effort to develop pride in the community. The City has encouraged the cooperation of minority advocacy organizations in an effort to increase the number of minorities owning homes. Hispanics and African-American have been identified as disproportionately underrepresented in terms of the number of homeowners relative to the total population. Accordingly, major efforts will continue to be taken to increase homeownership by Manchester's minorities.

Relative to the City's strategy to provide additional affordable rental housing, efforts will continue to be made for such housing by providing HOME and CDBG funding for rehabilitation and construction of rental properties where appropriate. An increase in the number of decent and affordable larger two and three bedroom units continues to be major strategy, as the needs of large families has been identified by area housing providers as a serious problem. The City will continue to encourage first time homebuyers by allowing applicants access to available funding on a year round basis. In the past, the City allocated a considerable portion of its HOME and CDBG monies to the rehabilitation and construction of large multi-unit structures, efforts will be made to ensure that funding is readily available for affordable housing for smaller properties that make up the majority of the City's neighborhoods. Marketing of the City's housing program has been revised and expanded to facilitate the participation of the greater number of families.

In addition, the City will continue to support the efforts of the Manchester Neighborhood Housing Services and the Manchester Housing and Redevelopment Authority. The City

recognizes the vital role each organization plays in the provision of affordable housing and the revitalization of the Community and will continue supporting these programs.

Consideration will also continue to be given to proposals that call for rehabilitation of large mult-unit structures or the demolition of same with replacement by smaller units. Approval however, will be contingent upon an assessment of the project's overall impact and improvements that will result for the surrounding neighborhood and the degree to which the project is consistent with the goals of the City for the specific area. In the case of projects that propose the demolition of existing buildings with replacement by new construction, documentation of cost effectiveness will be required.

It is anticipated that approximately 32 to 40 extremely low to moderate income households will be assisted through the use of HOME and CDBG funds allocated for the creation of decent and affordable housing.

Tenant based rental assistance in the form of security deposits will continue to be part of the City's strategy to provide affordable housing. The City will be making available a portion of its HOME allocation to fund this activity. The Way Home continues to administer the Security Deposit Loan Fund Program for the City by providing security deposit assistance and associated tenant counseling to over 87 extremely low and low income families. Assistance in this form has played an important role in preventing families from becoming homeless. Funds made available over the next five years are anticipated to provide assistance to approximately 430 extremely low and low income individuals and families.

Another element of the City's affordable housing strategy is a focus on the elimination of lead based paint hazards that are frequently identified through inspections made by the Health Department Staff or through property owners requesting information and/or assistance. Lead Paint Abatement efforts in the City are administered by the City's Health Department. They coordinate efforts with Partners against lead poisoning with funding obtained from the government.

Since lead based paint hazards are generally found in older housing built before 1950, it is expected that the assistance given will be given primarily to residents of Manchester's inner city where the housing stock exists. Funding allocated for this project amounts of \$75,000 should result in assistance and benefits to approximately 15 extremely low to moderate low income households. Strategy in neighborhood revitalization has been efforts made to decrease the density of housing in Manchester's inner city neighborhoods. This strategy has financial implications to the City and it decreases the number of available units in an already competitive housing market. Considering the significant decline in the tax base and the resulting burden upon the existing property owners, the decision to support projects that result in the elimination of taxable properties will continue to be carefully evaluated. Concern over the tax base erosion prompted the City to adopt a policy that has been incorporated into the City's Affordable Housing Strategy that calls for all projects requesting assistance from the City to pay real estate taxes. This

policy has been made known to the area housing service providers and real estate tax payments will be factored into their operating expense calculations.

The development of an affordable housing strategy required not just an analysis of the housing needs of the Manchester citizenry but also an overall assessment of the current market trends and conditions and other Community needs that ultimately will impact upon the success of the City's efforts to provide long term decent and affordable housing. Past experiences with housing rehabilitation programs demonstrate that simply expending funding to rehab properties in deteriorating neighborhoods without addressing other negative influences in the neighborhoods have proven to be ineffective over time. Accordingly, the City has sought to take a holistic approach in the expenditure of HUD and City monies in its efforts to provide affordable housing and allow all city residents increased opportunities and choice in the selection of housing throughout the City.

Additionally, the City compliments its expenditure of CDBG and HOME funds on housing through the allocation of funds for infrastructure improvements, recreational facilities, neighborhood centers, crime patrols and other improvements designed to significantly improve the surrounding neighborhoods. Public service activities such as daycare for low income working parents, budget counseling, health assistance, youth recreation and various other activities are also funded to support the needs of Manchester's poorest citizens beyond housing are also met. Through this approach the City hopes to ensure that once affordable housing is provided its quality and that of the surrounding neighborhood will not deteriorate so that benefits from such efforts will remain for the long term.

### **Homeless Needs Strategy**

Manchester's Continuum of Care is comprised of group of community based organizations that provide housing and supportive services for the City's homeless and near homeless populations. According to its membership, the prevention of homelessness and the movement out of homelessness requires that the cost of housing be affordable for households with low to extremely low incomes. With the vacancy rates in the City estimated at less than 2%, the competition among low-income family for available housing is great, especially for homeless individuals and families with poor rental histories. The lack of affordable larger rental units in the City is another serious problem for large families. The cost of housing has risen an average of 38% in the past four years, with some rental units nearly doubling in cost. It has been estimated that it takes 110 hours of work at minimum wage to afford the average cost of a rental unit in the City.

The ability to provide and maintain decent and affordable housing in a suitable living environment is linked to the City's success in the elimination of the causes of neighborhood deterioration. A key Strategy:

- To build partnerships with nonprofit and private housing developers to increase the number of affordable housing units that may be available for households served by Continuum of Care agencies. Also work with these developers to support the development of affordable housing for a long-term.
- To work with agencies that assist and educate tenants to build good credit/rental history reports and updating and/or correcting reports that are inaccurate.
- To build public awareness of housing needs and strengthen the commitment of the community, local businesses and elected officials to assure that safe, affordable housing for residents at all income levels is promoted.
- To advocate for the expansion of rent subsidy programs in order to reduce the cost of housing for low-income individuals and families.
- To build a network that supports landlords in the City that take risks on households who would otherwise be excluded by tenant screening rules.

#### Unsafe Housing Conditions:

Often low-income families are displaced from affordable housing due to unsafe conditions in the rental unit. Older housing stock in the City needs to be maintained to prevent lead paint from deteriorating into a hazard that may lead to the poisoning of a child. Temporary housing is frequently needed during periods of time when apartments are undergoing lead paint abatement.

#### Strategy:

- To support plans to create temporary housing with supportive services for families with special needs, particularly those with children at risk of lead poisoning.

#### Homeless Veterans

Currently, many different service providers in the City, including New Horizons, Helping Hands and Robinson House assist veterans. An identified need of the Continuum is the availability of programs that are providing the best possible service to veterans.

#### Strategy:

- Support the continuation of homeless outreach services of the Veterans Hospital.
- Advocate for increased services for veterans within existing shelters and homeless programs.
- Work with Veteran organizations to consider whether special programs should be developed to meet the needs of homeless veterans.

#### Homeless Youth - Access to Education:

School-age homeless youth in Manchester are found in the City's shelters and transitional housing programs. The School District works closely with the Continuum of Care and is considered to be open and accessible to youth in the shelters. The school has received a grant and operates a study-skills center for homeless youth in collaboration with the YWCA and Child and Family Services. Program funding is for one year.

Strategy:

Seek to continue the support of the study skills center program by applying for additional funding.

- Coordinate a donation center for school supplies that may be used by youth participating in the program.
- Establish a support group for homeless teens.
- Work with the Student Assistance Programs in Manchester's schools to support the special needs of the homeless teen population using the school setting.

#### Homeless Youth – Housing Needs:

The prevalence of adolescent runaway, homeless, or throwaway youth is an increasing problem in Manchester. Child and Family Services and New Horizons report a growing number of young adults [under 18 years of age] trying to access emergency shelter and transitional housing. Many 17 year olds mistakenly believe that they are emancipated because NH state law treats criminal activity of a 17 year old as part of correctional system. The juvenile justice system no longer has jurisdiction over 17 year old criminal offenders, but the child protective laws clearly state a parent or legal guardian is responsible for the child's safety through their 18<sup>th</sup> birthday. As minors, they are not eligible for welfare assistance or housing services. Therefore young adults under the age of 18 are eligible to apply for housing services or welfare assistance, leaving these children who are not financially independent, homeless in the City.

Strategy:

- Advocate for significant policy changes through association with the Children's Lobby and the NH Division of Children and Families.
- Work with the NH Children's Lobby to help advocate for homeless youth and seek legislative support for homeless youth issues.
- Seek to expand the number of emergency beds for runaway and homeless youth in the City.
- Consider the development of a safe haven for youth within the local shelter system. Assist area agencies in providing intensive mentoring services to homeless youth to aid in accessing housing and maintain an educational program.

#### Transitional Housing:

A number of quality Transitional Housing Programs currently operate in the City. Housing is supplemented by a supportive service component that has proven to be the key ingredient in allowing families to avoid homelessness in the future. Waiting lists for services provided by Manchester's Transitional Housing Programs continue to be very long. The Continuum of Care supports transitional housing that offer supportive services to sub-population including; victims of domestic violence, people who abuse alcohol and other drugs, individuals exiting prison, single men, single women and families.

Strategy:

- Increase the number of units of transitional housing for all population groups.
- Develop aftercare programs for individuals and families that have completed transitional housing programs that provide services and supports that ensure stability in permanent housing.

#### Substance Abuse and Homelessness:

Currently, Manchester has housing resources and services, although limited, for single men in recovery. There are agencies that provide specific substance abuse housing to individuals who are dual-diagnosed, as well as others that provide emergency beds on an interim basis until a slot opens up in a treatment facility. Manchester has few facilities for women. The few facilities that are available to this population provide extremely short-term stays and do not specialize in substance abuse issues. After care services are generally not available to any member of the population.

#### Strategy:

- Support local Mental Health Agencies and their goal of providing permanent supportive housing for dually diagnosed people.
- Advocate for and support the development of women's recovery services and housing. Enhance the child care services offered in the City so they meet the evening gap need so women may attend programs.
- Continue to support current housing programs offered to single men in recovery and emergency services provided to individuals.

#### People leaving prisons/hospitals:

Manchester is the site of the Hillsborough County Jail and two regional hospitals and the Veterans Administration Hospital. Goffstown, a bedroom community of Manchester is home to the state's only women's prison. Men and women leaving prison often have no permanent housing upon release and Manchester's shelter network is not equipped to deal with the special needs of this population.

#### Strategy:

- Work with the area emergency room to establish protocol for treating and releasing homeless individuals.
- Work with the Department of Corrections to have a better exit plan or to provide case management for people recently discharged.
- Build collaborative programs with the Department of Corrections to prevent re-offending that will assist to prevent homelessness.

#### People living with AIDS:

The Greater Manchester AIDS Project of the Merrimack Valley AIDS Program is the area's AIDS service organization. They provide case management and supports for high-risk

populations including drug users, men who engage in unprotected sex, and sexually active youth. People with AIDS often face discrimination in housing, and disability benefits do not adequately cover the expense of housing in the City.

Strategy:

- Work with local organizations to address issues of discrimination in housing.
- Evaluate systems and accommodations, review policies of housing organizations.
- Work with the local health care providers to increase their education and HIV screening services in homeless housing programs.


#### Homeless Women:

New Horizons serves as the emergency housing for single women and men and accepts persons who are active substance abusers. Since the shelter clients are predominately male, it presents a difficult environment for women that have been victims of domestic violence or sexual assault. New Horizons has taken the initiative to begin the process of developing of a women's emergency shelter separate from the current shelter. This shelter will continue to serve women who are active substance abusers as well as those free of chemical addictions. This would increase the number of beds, enhance specific services for women and provide additional safety for victims of abuse.

Strategy:

- Assist in the development of a new emergency shelter for women.
- Provide enhanced services through collaboration with cooperating agencies.

Barriers to Permanent Housing:



#### Barriers to permanent housing for TANF recipients:

Currently, Manchester has begun to witness the impact of Welfare-to-Work on low-income families currently in the system. There is concern among homeless providers that the City will begin to see an increase in the number of families faced with being sanctioned through the TANF program. Other homeless providers have expressed concern that many families may also be approaching the end of the five-year time limits. Many of the families in this population group have poor rental histories and are homeless or at risk of homelessness. Even after a family has made changes and including demonstrating support systems being in place, positive references, and many families in this population group continually experience difficulty obtaining permanent housing. Strategy:

- Utilize advocacy groups to assist in sanctions that appear inappropriately mandated on a recipient.
- Develop partnerships between housing advocates and Southern NH Services that offer programs for families on TANF.
- Establish relationships with the local state welfare program to build a safety net and

- prevention support system for women being sanctioned or approaching the term limits.
- Promote participation in local housing to work programs to ensure affordable rents for TANF eligible families.
- Advocate for policy changes regarding the TANF surplus identified in the state budget. Work to utilize the TANF surplus to fund a incentive program for landlords to rent to homeless TANF eligible families.

## Community Development Needs

The general community development needs are addressed through the Community Improvement Program. A copy of the proposed program is included in Chapter 7: Annual Action Plan. The primary approaches other than the strategies identified earlier include:

- Rebuilding and upgrading the street and bridge system;
- Addressing deficiencies in the sewer and storm drainage systems;
- Adding capacity to the school system to meet increasing enrollments;
- Repairing and improving school facilities;
- Rehabilitating the main City offices and making them more convenient and accessible to the public;
- Providing the tools for managing the City including a new computer/network system and a new communications system;
- Upgrading park and recreation facilities.

## Removing Barriers to Affordable Housing

In Section III, the various Federal, state and local policies, rules and regulations that are perceived as having negative impacts on the creation of affordable housing were discussed. This section describes the strategies and practices that Manchester can revise or initiate in order to improve the system. Also suggestions for revisions to Federal and state rules and policies are noted.

Timely reviews and responses by the Planning Board and Building Department and fair interpretations of the applicable codes and regulations to each project create a positive environment for development and facilitate the creation of affordable housing projects. The City of Manchester views its development regulations as among the most reasonable and responsive in the state in terms of providing timely development approvals and cost-effective development densities for affordable housing projects. Developments approved through the entire regulatory process usually take no more than a few months to receive full approval. This process is primarily regulated by the Zoning and Building Codes that are administered by the Building Department and by the Subdivision and Site Plan Review Regulations administered by the Planning Board.



The Building Codes adopted by the City are the national codes published by the Building Officials and Code Administrators International, Inc. (BOCA). BOCA is a recognized standard nationally for its comprehensive approach to building construction. The Code includes the provision for more lenient interpretations when considering repair and alteration of existing buildings. This ability for interpretation of the Code has been demonstrated in several instances by the Building Department in projects involving the development of affordable housing funded with HUD monies.

The Manchester Zoning Ordinance also provides considerable latitude in locating higher density housing within a variety of building configurations. The Ordinance allows housing densities up to 77 units per acre of land in the R-4 multifamily districts. Nevertheless it does in its present form contain requirements such as minimum lot size and off street parking provisions that have been obstacles to the development of affordable housing particularly in inner city neighborhoods of high density and small lot size. This is especially true for projects that attempt to reuse existing and frequently unique buildings. While lot sizes in the inner city are typically 5,000 to 7,000 square feet and building heights generally no more than three stories density does vary to a great degree resulting in significant differences in lot coverage and parking availability. For the most part however, in order to comply with these requirements a developer must acquire additional lots increasing the cost of the project.

In the near future, actions may be taken that will allow for flexibility in carrying out the intent of the Zoning regulations. The City has conducted an update of the Zoning Ordinances, which are presently under review for acceptance and adoption. Some of the language proposed in the zoning ordinance would provide flexibility in the review of proposals on a case by case basis that would benefit affordable housing projects proposed for inner city areas. However, density reduction in the inner city neighborhoods, a strategy that the City had previously supported in order to effect an improved living environment and revitalize the neighborhoods for the long term benefit of its residents and the City as a whole is presently under scrutiny given the severe housing shortage. City staff and policy makers are presently reviewing and possibly rethinking the concept of selective demolition of larger deteriorated problem properties without replacement or by replacement with smaller buildings with increased open space which have been endorsed by the City in these areas with financial support made available as an incentive to housing projects that meet this objective. Until such time as the City concludes this internal review regarding such a policy, should a particular project accommodate a major need of the surrounding neighborhood such as the elimination of a problem building then the City will consider approving the project on a case by case basis.

The manner in which the City awards its HOME Funds, the major source of public financing for affordable housing projects in the City, has been changed which should serve to help the development of affordable housing. Previously, HOME funds were awarded through an annual round of competitive proposals. Had an affordable housing provider not been ready then with a project, the ability to receive funds from the City passed that organization by until the next round. The City now considers proposals for such projects throughout the year. Housing developers will now be able to take advantage of opportunities that may develop with

the knowledge that they will not have to carry properties for an extended period in anticipation of the next competitive grant round.

Federal regulations as noted in Section III that serve to create barriers in the development of affordable housing should also be reviewed for revisions. These statutes and regulations need to be reviewed with an eye towards increased sensitivity of affordable housing goals and processes. An awareness on the federal level that the impacts that historic, environmental, health and other regulations have on the ability to produce affordable housing and subsequent accommodations to this end will facilitate the development of such housing. A de-emphasis on categorical programs and a standardization of terms and definitions will also benefit this effort.

### **Lead Based Paint Hazards**

The information in Chapter 4 identified the magnitude of the problem of lead based paint in Manchester. The following provides a description of the strategies in place for the remediation and management of the lead based problem in the City.

The Manchester Health Department has the primary responsibility for the identification, remediation and management of lead based paint hazards in the City. This Department operates lead poisoning prevention which includes the following elements: screening, identification of source exposure, environmental and medical case management, laboratory support and education of the public and affected professional organizations. Young children between the ages of 9-15 months are screened by the Health Department and in 1999 over 4,000 children were tested for elevated blood levels. The Department responds to notices of children identified with elevated blood levels and conducts inspections and oversees the abatement of properties with lead hazards.

To better coordinate the efforts of all agencies involved, the Health Department has developed a Community Case Management Resource Manual. This manual is available for use by the City, the State and private Health/Social Service Organizations. Recognizing the need for public awareness of the lead paint hazards, the Health Department has conducted extensive outreach programs and media campaigns including radio and television public awareness announcements. It has also created a video on lead hazard recognition which has been distributed to the public and high risk populations. In addition, the Health Department maintains a listing of all lead safe housing units known to be abated in the City. Coordination of its efforts are also made with private landlords in the City. The Health Department met with the Manchester Association of Property Owners to promote awareness among their tenants and to provide safe renovation guidelines and techniques. Property owners are asked to address the problems of lead based paint while units are vacant so that they do not expose children to further risk. This also reduces the need for safe housing while the abatement process is ongoing.

The Health Department strives to ensure that the most up to date medical education information is disseminated to primary care providers, nurses and health clinics. The message of universal screening is the major goal of this program.

### **Anti-Poverty Strategy**

This section consists of actions and strategies to be implemented by the City that will result in a reduction in the incidence of poverty in Manchester to the extent local efforts can effectuate a change.

#### Local Goals, Programs and Policies for the Reduction of Poverty

Efforts to reduce or eradicate poverty must be designed to impact the underlying causes of poverty. These programs should ultimately make significant and permanent improvements in the lives of the extremely low and very low-income residents to be considered effective. The supply of affordable housing is the most basic need of this group. Once this is met, they will have a greater ability to expend the balance of their limited incomes on other essential needs such as medical care, utilities etc. Strategies aimed at increasing their ability to earn income are essential as well, job training and education, provision of day care for single parents and transportation to work all need to be a part of this effort to be effective.

Historically the City of Manchester has sought to address poverty through funding made available in the Community Improvement Program (both City cash and CDBG). The majority of the projects identified in the Action Plan and as identified in this section as Key Strategies are designed to assist in the effort to eliminate conditions that foster such poverty.

Examples of such programs are:

- the VNA administered Day Care Program which allows parents to work or receive employment training;
- operational and project assistance to the City's two Hispanic Organizations, the Latin American Center and the Alliance for the Progress of Hispanic Americans which is used to provide programs such as English Language classes and job training skills;
- youth recreation programs administered by the MHRA and Parks, Recreation and Cemetery Department which provide latchkey children with a safe after school environment including nutritional snacks;
- operational assistance for a City Community Health Coordinator and support of a pharmaceutical program administered by the Community Health Center;

In addition to these support services, the City has provided funding for a first time homeowner program that is targeted to low income residents of the inner city with additional assistance for rehabilitation of their property. The City has also provided funding for economic development projects that have resulted in the retention and creation of more than one hundred and twenty

low income jobs in the past year and will be committing additional monies to other economic stimulus activities such as the microenterprise program to be developed later this year.

Consistent with the chief need of those below poverty level the City has administered a housing rehabilitation program as a major component of its Community Improvement Program for the past twenty years. It has sought to support these housing efforts and thus improve the quality of the living environment of the residents of these properties by coordinating the various projects and services to have the greatest impact possible. Accordingly, in addition to housing programs, other activities such as infrastructure repairs, park improvements and increased crime patrols have also been included as part of the City's strategy to assist those in poverty.

The City's application and receipt of Enterprise Community designation and funding has had a tremendous impact through its efforts to reduce the incidence of poverty in Manchester. The key strategies of the Enterprise Community Program as noted in other Sections of this plan are consistent with those of the Community Improvement Program in its efforts to improve the lives of the City's poorest residents except that they are restricted to occur only in the areas of the highest levels of poverty (Census Tracts 4, 5 and 14) in the City. These strategies will focus on sustained economic development, job creation, job training and education, improved social and other support services including a creation of a neighborhood based multi-use facility and neighborhood revitalization.

### **Homeless Needs Nature and Extent of Homeless**

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Homelessness is a very serious community problem that has gotten far worst in the past five years. Manchester's three emergency shelters served 1,841 unduplicated persons during 1999. While records are not kept on the number of people turned away by the shelters, it is estimated to be very high, perhaps exceeding the number served. It was noted in previous reports that it is very difficult to count the number of people who are homeless. Homeless providers suggest that most homeless families in the City are invisible; they live in campgrounds and/or are doubled-up in an apartment with a relative or friend. Homeless providers have suggested that it is easy to count the number of people in the shelters and those living on the city's streets or its playgrounds, however it is almost impossible to obtain an accurate count of number of homeless people in the City at any one time.

According to social workers at the Manchester School District, it is also extremely difficult to determine exactly who is and who is not homeless. They provided information that suggests that the problem goes far beyond the families who use the City's shelters, because many homeless families simply choose not to use a shelter.

Transitional housing programs that provide supportive services and allow families the opportunity to become stabilized have proven to be an effective way of preventing the cycle of homelessness. Homeless providers contend that they often see the same families year after year. Some families continue to repeat the cycle of homelessness because they never solve the basic problem that resulted in them being homeless in the first place. Agencies that administer

programs for the homeless or near homeless include; Families in Transition, Helping Hands and the Robinson House. These agencies offer supportive services in addition to housing which is critical in order for homeless people to become truly self-sufficient. Agencies providing transitional programs often coordinate services and programs with other agencies in the City in order to facilitate a return to self-sufficiency, independence and permanent housing. Transitional housing programs provide a continuum of care, along with services ranging from crisis intervention to long-term case management and housing ranging from temporary to permanent.

### **Facility Needs for the Homeless**

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It is clear that the existing facilities are not adequate to meet the growing needs of the City's homeless population. While additional shelter beds will assist those in emergency situations, the most effective use of scarce resources appears to be the continued use and development of transitional housing programs. In order for homeless families to become independent and self-sufficient they must first be provided with a decent, safe and sanitary home. After that, they need support and time to become stabilized. The services provided by the agencies administering transitional housing address the root causes of homelessness and provide opportunities for families to remedy the problems. Educational classes, occupational training and other life skills offered by transitional housing programs assists homeless families become eligible for employment opportunities that will eventually cover the cost of permanent housing.

The City currently has two emergency shelters that specialize in providing services for families with children, Emily's Place and Manchester Emergency Shelter. New Horizons, the largest shelter in the City provides services for homeless individuals and families. Its distinction as being the only "wet shelter" in the State frequently results in a wide range of clients seeking its services. Homeless people also live in abandoned buildings, under bridges and along the Merrimack River. The Manchester Health Department's Mobile Community Health Team assists homeless people that generally do not use one of the City's shelters and provides them with a variety of supportive services.

The need for additional safe and sober transitional housing units for both men and women was again described as a serious problem in the City. The City's alcohol and other drug treatment facilities often have long waiting list of homeless individuals and families seeking services in addition to treatment. People in need of emergency treatment services are frequently required to wait 2-3 months before a bed may open up in one of the treatment facilities. Additional beds are needed for short-term stays for people seeking long-term treatment services.

The sheltered homeless includes the following categories:

**Severely Mentally Ill** – Services for residents in need of mental health services was another issue frequently discussed at meetings with members of Manchester Homeless Continuum of Care. Occasionally, residential facilities house people with mental health issues that often require 24-hour supervision, which their staff is unprepared to handle. Long waiting lists for

treatment and lack of community supports to assist housing providers, results in resident complaints and frequent problems with neighbors.

**Alcohol/other drug additions** - Substance abusing individuals must be highly motivated in order to succeed in treatment. There exists a sub-population called "people with chronic relapse problems" who are individuals who enter treatment programs but do not complete. No numbers are available on this sub-population.

**Severely mentally ill and alcohol/other drug addition** - This dually diagnosed population (those who are chronically mentally ill and substance abusing) is provided with services by the Mental Health Center of Greater Manchester's Continuous Treatment Team (CTT). A plethora of services exist to deal with their needs from the networking provided by Gemini House to the AOD organizations in the community.

**Fleeing domestic violence** – The YWCA and the Manchester Emergency Shelter assists people that are victims of domestic violence. Last year these agencies reported that 226 individuals sought assistance as the result of domestic violence or sexual assaults. While these facilities provide opportunities including support and case management, there remains a significant need for additional services for this population.

**Homeless youth** - Homeless providers felt that there was a need within the community for housing and supportive services for young adults, ages 18 to 21 that were homeless. Manchester does not have a facility that deals with pregnant women, which was also listed as a problem by the City's Homeless Continuum of Care.

**Diagnosed with AIDS and related diseases** -The New Hampshire AIDS Foundation provided information related to the problems people afflicted with the AIDS virus have obtaining adequate and affordable housing. The actual number of people afflicted with the virus was not available, however officials at the NH AIDS Foundation indicated that there is an increasing number of children living in the City that have contacted the virus as a result of participating in unprotected sexual activity or engaging in illegal drug activity using dirty needles. Staff at the NH AIDS Foundation emphasized regulations enacted by various housing providers in the region that have affected the ability of people in this group to obtain available housing units. They point to regulations that prohibit people with the virus from obtaining subsidies unless they can produce a doctor's certificate that indicates a life expectancy of less than two-years. The Foundation is working with the State's homeless providers in an effort to correct unfair housing practices and the development of additional housing opportunities.

**Unsheltered men and women released from prison** – Men and women released from prison often have no permanent housing opportunities and are frequently not eligible for most federal housing subsidy programs that are offered by the Manchester Housing and Redevelopment Authority and Manchester Neighborhood Housing Services. Many people in this group end up at New Horizons, which may be an environment that is counter productive and may lead to their return to prison. Homeless providers suggested that in addition to the need for additional units for this population, regulations need to be revisited so that people demonstrating that they have

been reformed do not have to wait an unreasonable amount of time before qualifying for housing assistance.

#### Service Needs for the Homeless

Despite a growing economy and record low unemployment, the need for additional facilities for the homeless is unprecedented in the City. In meeting after meeting with homeless providers that were conducted in preparation for the development of this plan, evidence was provided documenting the lack of decent affordable housing units in the City. Homeless providers offered evidence of the competition that exists for most available housing units. They suggested that families with limited resources and poor rental histories are the ones most likely to become homeless. Many homeless families or families at risk of becoming homeless may benefit from counseling services and intervention efforts prior to losing their homes. Many families become homeless because they are not able to access services that would have prevented them from losing their homes in the first place.

Additionally, it was noted that essential services such as transportation is not available, especially for people working non-traditional shifts and weekends days. Health and dental care continues to be a very serious issue for low-income families. It was mentioned that low-income families without health insurance use the emergency rooms at the local hospitals for general treatments that are usually provided in a less expensive setting by a family physician. Employment and occupational training opportunities need to be expanded, especially for people leaving the welfare roles and entering the workforce for the first time. Additionally, ESL programs that target refugee and immigrant populations were frequently mentioned as a critical problem that must be addressed by the educational institutions in the City. Finally, many providers and members of the public offered evidence that rules and regulation governing eligibility for many programs originally designed to serve low-income families have become so restrictive that low-income families are frequently ruled ineligible for participation.

#### Racial and Ethnic Groups

A review of the racial breakdown of the people served at New Horizons gives the most accurate description of the homeless in this regard. In 1999, New Horizons served 635 people. The following breakdown describes their makeup.

Black	5%
White	91%
Hispanic	2%
<b>Others</b>	<b>2%</b>
	100%

The Way Home estimates that 40.2% of the people they served last year were from a particular minority population. As previously stated there are no locations in the City that can be identified as areas of racial/ethnic concentrations.

#### Description of Existing Facilities and Services

## Homeless Facilities

### Emergency Shelter

There are 117 emergency shelter beds for the homeless in Manchester. Homeless providers indicate that their beds are filled to capacity year round, with the winter months being extremely difficult when they frequently have to turn people away. Manchester's homeless providers expressed a need for additional unit of emergency housing for women, families and children.

**New Horizons for New Hampshire, Inc.** - New Horizons for New Hampshire, Inc. provides services including a Soup Kitchen, Food Pantry and Shelter for homeless individuals and families. Its Emergency Homeless Shelter has seventy-six (76) beds, with fifty-four (54) designated for men and twenty-two (22) for women. Clients are provided with showers, laundry and temporary storage facilities. An average of one hundred and thirty-one (131) homeless people are provided services nightly in the Shelter during the winter months. Beds in the Shelter are fully occupied year-round with occupancy often exceeding the Shelter's capacity. New Horizon's Soup Kitchen provides breakfast and dinner to guests of the Shelter. In 1999 the Soup Kitchen provided 55,721 dinners and 34,356 breakfast meals in its central dinning facility. Its Food Pantry provides perishable and non-perishable foods to needy residents of Manchester. This service is provided through donations it receives from local supermarkets. In 1999, staff and volunteers distributed 12,262 bags of food to needy individuals and families. New Horizons also offers job skills training and counseling services to its clients. It works in collaboration with community based organizations, offering case management services that promote skills that result in self-sufficiency.

Emergency Beds for Homeless Individuals Over 18  
Years of Age



**The City of Manchester Welfare Department** -The City Welfare Department provides temporary, emergency assistance for city residents. The Welfare Department conducts screening assistance for Manchester Emergency Housing, a private not-for-profit shelter with 36 beds that is funded by the Welfare Department. Last year, 39 families and 137 people were provided emergency services.

**The Women's Crisis Service of Manchester, YWCA** -The Manchester YWCA operates "Emily's Place", an emergency shelter for women and children who are homeless as a result of domestic violence. Emily's Place provides housing and supportive services for up to six women and twelve children at any one time. During the past year Emily's Place housed 41 women and 59 children. The average stay for clients of the Shelter is 26 nights. Last year a total of 3,212



bed nights were used. The Women's Crisis, which is part of Emily's Place provides counseling and rape advocacy services. Last year 1702 clients received services, many fleeing abusive situations. Professional staff, located at a confidential shelter setting, provides emergency services of all clients.

Runaway and Homeless Youth Program of Child and Family Services of New Hampshire  
The prevalence of older adolescent runaway youth is a disturbing problem in Manchester, according to staff of Child and Family Services' Runaway and Homeless Youth Program. They report a growing number of youth under the age of 18 that are seeking access to services at the City's emergency shelters. People under 18 are not eligible for the services provided by the shelters because they are still considered minors. In 1999, Child and Family Services reported having worked with over 100 homeless individuals between the ages of 18-21, and over 250 youth under 18 years of age who were runaways and homeless. The agency's street outreach program helps to identify the most at-risk street youth and assists them in accessing eligible supportive services.

Other community services for the homeless include:

**The Mobile Community Health Team Project (MCHTP)** - The Mobile Community Health Team provides a multi-disciplinary approach to serving the homeless and indigent population of Manchester. The Mobile Health Team provides health and social services to homeless people on the street and in the shelters. During 1994 the Mobile Health Team provided direct services to 143 homeless families and 703 homeless individuals.

**Greater Manchester Mental Health Center** - The Greater Manchester Mental Health Center provides services to severely mentally ill clients, some of whom are homeless. The Mental Health Center offers in-patient and outpatient services, including supportive services, which provide therapy, medication, housing, case management and crisis intervention. The Greater Manchester Mental Health Center provides services to 258 homeless individuals during 1999. In addition, the Mental Health Center provided reception services to 22 individuals, emergency shelter services to 36 individuals and transitional housing to 150 individual people.

**A Way to Better Living, Inc.-** Provides fellowship activities and programs for consumers of mental health services in the City. Its Drop-In Center is open daily and provides clients with a facility to socialize and receive education and training. Activities are planned daily for participants and include recreation, information, referral and peer support. A Way to Better Living's services are attended by over forty clients daily. Clients also take part in the monthly "Speaker Service" where topics discussed include dealing with others, balancing a checkbook, nutrition and functioning in the workplace.

### **Transitional Housing Programs**

Transitional housing programs provide temporary housing for homeless and near homeless individuals and families. Manchester's transitional housing providers offer supportive services

that are designed to promote independence and self-sufficiency. The goal of transitional housing is to provide an environment that offers support and guidance while stabilizing the individual or family. Manchester's transitional housing providers offer temporary housing and services to families, single women, single men, recovering addicts and prison parolees.

**Families in Transition [FIT]**-Families in Transition offers a variety of supportive services ranging from crisis intervention to long-term case management for homeless and near-homeless families in Greater Manchester. Its housing component includes transitional housing units where residents receive comprehensive services that include education, occupational training, life-skills and treatment as needed. All services are provided during a period of 18-24 months which is the normal length of stay by families participating in the program. Following successful completion, families are transitioned to permanent housing units in the greater Manchester area. FIT's Transitional Housing services are provided at a number of different housing complexes including; Spruce Street Apartments (7 families, 17 individuals), the Amherst Street Housing Complex (10 single women) and the Millyard Apartments (19 families, 40 individuals). FIT also administers transitional housing at scattered sites in various locations throughout the city. Its Transitional Program served 12 families, 35 individuals last year. FIT's Community Supportive Housing Program provides counseling and social services for people on their waiting list for housing. Last year this program provided services to a total of 368 individuals

**Helping Hands Outreach Center** - Helping Hands Outreach Center is a non-denominational outreach and referral service that operates a 24-bed transitional housing program for men in recovery. Helping Hands also operates a food pantry and a counseling center. During a twelve-month period in 1998-99, an average of 197 men resided at the Center where they receive counseling services from the Center's professional staff. Residents arrive through a referral process designed to assist men who've made the decision to get their lives back on track. The Center is drug and alcohol free. Generally, residents stay between three and six months while they regain their health, re-build their self-esteem and find permanent employment. It is the goal of the Helping Hands Outreach Center to provide its clients with the opportunity to lead stable, productive lives upon leaving the Center. In 1999 approximately 1290 families received food supplies from the Center's food pantry.

**Child and Family Services - Transitional Living Program** - This program provides a stable living environment for up to 18 months for homeless youth in the City. Counseling and supportive services provided by professional staff prepare homeless youth for independent living. Also provided are employment opportunities, medical assistance and education referrals and assistance. This program served a total of 42 youths in 1999.

#### *Permanent Supportive Housing*

**Southern New Hampshire Services - Robinson House** - Robinson House provides 24 units of Single Room Occupancy (SRO) for men recovering from substance abuse. The program offers residents supportive services to facilitate transition to permanent housing. The average stay is

approximately 24-months for clients of the program. The program currently has a waiting list 11 people, however to be admitted to the program they must be Section 8 eligible. During 1999 Robinson House provided housing and supportive services to 45 individuals.

#### Additional Housing Services for Low-Income People

The Manchester Planning Department continues to work in cooperation with the City's homeless providers and has assisted in the development of the Continuum of Care Plan for submission to the State for Emergency Grant-In-Aid funding. [Additional information on this plan is described in more detail in Chapter 6]. The Planning Department supports the efforts of the City's Continuum of Care and has provided guidance to the area's homeless agencies throughout the process. Meetings are conducted monthly with agencies that serve the homeless population at Manchester's Community Resource Center.

**The Way Home** – The Way Home assists low-income families at risk of homelessness obtain decent, affordable housing by providing tenant education, budgeting, advocacy, landlord-tenant negotiations and security deposit loans. Eligible applicants for The Way Home's services are individuals/families that are low income or at risk of homelessness due to hardship. Many of its client have housing problems or are seeking to improve their housing situation. People accepted into the program become partners with the agency and assist others through the agency's peer support programs. Priority is given to; (1) homeless people that are ready for permanent housing; (2) those who have reduced the risk of homelessness by moving into lower cost housing; and, (3) those who are moving out of unsafe conditions. During 1999, its Security Deposit Program helped 174 households obtain permanent housing. Other services and programs offered by The Way Home include the Step to Success Training which assisted 65 households become financially self-sufficient. Its Housing Counseling Program provided services to 455 individuals; its Housing Advocacy Program assisted 50 families, and its Information and Referral Division provided services to 1,000 families. It is worth noting that The Way Home has worked closely with the City in an effort to purchase four units of short-term housing for families displaced from permanent housing due to lead based paint abatement.

#### Other Participating Agencies Included:

**State of NH Division of Mental Health and Developmental Services** - The Department funds agencies that assist developmentally disabled adults find permanent housing and supportive services. Many of the agencies funded by the Department sponsor permanent housing programs within their jurisdiction. **Prioritize Homeless Needs in Table 1A**

#### **Other Special Needs**

This section identifies needs and the number of individuals in the Community that are not homeless but require supportive services including the elderly, frail elderly, persons with various disabilities, people with alcohol and drug addiction, people with HIV/Aids and public housing residents.

Manchester's housing and homeless providers believe that many of Manchester's homeless people are not visible. They are the people who live in campgrounds and/or move from one residence to another on a regular basis. Many families are doubling up as a result of not being able to find decent affordable housing.

### Elderly

The overall percent of Manchester's elderly population is estimated at roughly 12% as its population of elderly people continues to increase. Many of Manchester's elderly people are living below the poverty level when compared to the general population. Approximately 47% of the elderly renters in the City receive some form of housing assistance. As this population continues to age and the baby-boom generation enters its elderly years, additional housing with supportive services will be required to meet the need. Currently, the Manchester Housing and Redevelopment Authority provides housing and supportive services its Congregate Housing Services Program. MHRA has 107 units of CHSP available for people meeting eligibility criteria. The New Hampshire Division of Adult and Elderly Services supports the development of alternative types of housing like CHSP, as well as assisted living programs that provide housing and supportive services for frail elderly and people with disabilities. Estimates suggest that the elderly population will grow dramatically over the next twenty years, increasing the demand for CHSP and other types of alternative housing programs. These programs have proven to be cost-effective and reduce the State's reliance on expensive nursing home placement.

Approximately a third of the City's elderly people live alone. In addition, almost 6,000 elderly individuals are over the age of 75. It is estimated that of that total 1,768 are frail elderly people and 774 are between the ages of 65-74. It is estimated that the City has 994 elderly people who are 75 years of age and older, all of whom have a need for supportive housing. For the frail elderly aged 65-74, 155 or 21% are below poverty and thus considered to be in need of supportive housing services. For frail elderly people over the age of 75, it is estimated that 159 or 16% are below poverty and in need of supportive housing services.

Alternative housing programs like CHSP provides assistance to only a small percentage of those identified as being in need. The City must continue to experiment with other forms of alternative housing for elderly people. It is the role of the City's largest housing providers to develop programs that smaller agencies can use as a guide to assist remedy the problem that is anticipated with increases in the number of elderly people. The City should encourage its major housing providers to work with both HUD and the State of New Hampshire to develop new concepts.

In order for frail elderly and people with disabilities to qualify for participation in many state and federal housing and supportive service programs, they must first be eligible financially for public housing. Additionally they must also have health and mobility issues that prohibit them from functioning independently. Many frail elderly could benefit from housing and supportive service

programs that allow them to remain independent and delay premature and costly institutionalization.

### Persons with Disabilities

It is estimated that 5,170 individuals aged 16 and over have self-care mobility disabilities. By subtracting out the estimated percentage of individuals with mental and developmental disabilities, the approximate number of physically disabled is 4,963.

**The Mental Health Center of Greater Manchester** - In 1999 the Greater Manchester Mental Health Center provided treatment services to 5,210 individuals. This included 1,766 severely or chronically mentally ill persons, or 39% of the total, which were served in the Center's comprehensive network of community based care. In the survey conducted by the Planning Department, the Mental Health Center of Greater Manchester indicated that 232 persons received housing assistance during 1999. This represents an increase of 84 people over the previous reporting period. The Mental Health Center continues to suggest that additional units are needed for the population they serve. The Mental Health Center estimates that 50% of the clients they serve suffer from severe mental illness, while 50% suffer from severe mental illness and alcohol/other drug abuse.

### Developmental Disabilities

**The William J. Moore Center** -The William J. Moore Center estimates that 3,000 people with developmental disabilities reside in the City. Of this number the Moore Center provides housing in their Residential Service Options Program to 165 people. Another 37 people receive housing assistance through the Moore Center's Independent Living Supports Program. It is estimated that 85 individuals reside in their family's home or at local boarding houses. The William J. Moore Center reiterated that one of the most serious problems facing their population is the lack of public transportation, which has had an impact on the ability of the agency to house people in the community.

The City of Manchester is the regional center for southern New Hampshire and has an established network of services available to the population suffering from alcohol and other drug abuse dependencies. A continuum of care has been established to provide effective services that allows individuals to recover from their dependency. However, the waiting periods between steps and the demand on available beds often leads to individuals not accessing the care needed at the time of greatest need.

**Sobriety Maintenance Center and Crisis Site** - The Sobriety Maintenance Center and Crisis Site is funded by the New Hampshire Office of Alcohol and Drug Abuse Prevention. The program provides social detoxification services and programming designed to maintain sobriety and access to treatment services. When a individual is stabilized at the Sobriety Maintenance Center staff attempt to find appropriate treatment options for the client. As a result of economic conditions in the area and a shortage of beds and rehab services, the Sobriety Maintenance Center and Crisis Site are always full. Over the past year an average of 45 clients per month

were on the waiting list. The Sobriety Maintenance Center and Crisis Site are the only crisis intervention programs within a 20-mile radius serving greater Manchester residents.

The Sobriety Maintenance Center and Crisis Site provides comprehensive services in the form of education, films, counseling and nutrition. However, after fourteen days clients need to be brought to another level of care for their addiction. Based on findings of the Staff an interim program must be established for clients that need to move to the next level. The Sobriety Maintenance Center has the space and the ability to set up an interim program, however, they lack the necessary funding.

**The Farnum Center** - The Farnum Center provides substance abuse treatment services comprised of both residential and outpatient. The Farnum Center uses a sliding fee scale for payment. However, it does not deny services to clients unable to pay. The Farnum Center is a non-medical, non-psychiatric program that employs the services of licensed psychologist. The Farnum Center is a 4 to 6 week inpatient program that provides substance abuse treatment in a therapeutic setting.

The Outpatient Clinic provides counseling for people that abuse alcohol and other drugs, and their families. Staff at the Farnum Center expressed a need for safe and sober transitional housing for both men and women. Many residents are accepted for halfway house placement, but often there is a two to three week waiting period.

**Helping Hands Outreach Center** - Helping Hands Outreach Center is a non-denominational outreach and referral service that operates a 24-bed transitional housing facility for homeless males recovering from alcoholism. Helping Hands also operates a food pantry. During 1999 Helping Hands served an average of 197 men in their emergency transitional housing program and 1290 families received services through the food pantry.

Staff at the Helping Hands Outreach Center outlined the following gaps in service for the clients in their program:

- Transportation for clients who work 2nd and 3rd shifts;
- Dental and medical programs to assist those in need, especially the homeless; and
- Additional emergency transitional housing for women who are substance free and/or have recently been released from prison.

**Southern New Hampshire Services Robinson House** - Robinson House provides 24 units of transitional housing for men recovering from substance abuse. The program offers residents supportive services to facilitate transition to permanent housing. During 1999 Robinson House provided services to 45 individuals. Staff at the Robinson House indicates that the biggest unmet need is the lack of sober holding facilities for prospective residents awaiting a vacancy at their facility.

## Persons with HIV-AIDS

**New Hampshire AIDS Foundation (HIV-AIDS)** - The New Hampshire AIDS Foundation provides case management, housing assistance counseling, medical services, client advocacy and educational services. The NH AIDS Foundation provided services to 110 people during 1999. The NH AIDS Foundation lists the need for affordable housing among its most critical problem. The waiting lists for Section 8 and other affordable housing programs average 24-28 months. Staff suggests that it is extremely difficult to gage the number of people that are HIV Positive. It was noted that while education continues to be provided on the AIDS epidemic, people still continue to live lifestyles that encourages the transmission of the disease. Staff suggests that the development housing and a continuum of care that provides access to medical facilities and public transportation is needed for this population.

## **Special Need Facilities**

The Manchester Planning Department identified six population groups currently assisted by human service agencies in the City: [1] persons with disabilities (persons with mental illness, developmental disabilities), [2] persons with physical disabilities, [3] persons with AIDS, [4] persons with alcohol and other drug dependency, [5] elderly families, and [6] children and young adults. Human service agencies that provide housing services to the groups identified were invited to participate in the process and were provided with opportunities to meet individually with Planning Department staff. Individual meetings allow agency representatives to provide information on their programs, update statistical data on their clientele and discuss gaps in service. The following section describes the services that Manchester's social service agencies provide:

## **Persons with Disabilities**

In the preparation of the Consolidated Plan, the City Planning Department conducted an extensive survey of Manchester's agencies that provide services to persons with disabilities. The following is a listing of agencies that participated in the process and a description of their facilities.

### Facilities for Persons with Developmental Disabilities

**The William J. Moore Center** - The William J. Moore Centers is the only agency in the Greater Manchester area specifically dedicated to supporting children and adults with developmental disabilities and their families. The agency assists individuals who have conditions such as mental retardation, autism, cerebral palsy, and traumatic brain injuries. Its supportive service programs assist its clients live full productive lives. Programs offered by the Moore Center serve more than 1,000 individuals and families in Greater Manchester. The Moore Center's Vocational Community Services Department provides career and volunteer opportunities for nearly 100 individuals through its affiliation with more than thirty-five local businesses. Its Integrated

Living Services Program provided direct services to 85 individuals, who reside with fifty-one providers. The Agency's Child Development Center cares for approximately 41 children age's 6 weeks to 6 years. This inclusive childcare center is one of only a few in the State that provides care to children with [1] severe disabilities, [2] children in protective care, and [3] children of low-income.

#### Facilities for Persons with Mental Illness/Psychiatric Disorders

**The Mental Health Center of Greater Manchester** In 1999 the Mental Health Center of Greater Manchester provided treatment services to 6,070 individuals from Manchester. This included 2,096 severely or chronically mentally ill persons, 47% of the total, were served in the Center's comprehensive network of community based care. In the survey conducted by the Planning Department, the Mental Health Center of Greater Manchester indicated that 258 persons received housing assistance during 1999. This represents an increase of 110 people over the previous reporting period. The Mental Health Center continues to suggest that additional units are needed for the population they serve. The Mental Health Center estimates that 50% of the clients they serve suffer from sever mental illness, while 50% suffer from severe mental illness and alcohol/other drug abuse.

The following is a list of area facilities under the administration of the Mental Health Center:

- **Gemini House** - Gemini House is a 15-bed residential treatment program for homeless individuals suffering from severe and persistent mental illness and substance use disorders. Gemini House provides structured intensive rehabilitative services and life pattern psychiatric assistance for the homeless persons. Those housed at Gemini House have been found to be treatment resistant. Psychiatric and substance abuse treatment is offered through Recovery Programs. Mental Illness management services are offered within the residence and participation in other community resources such as Alcoholics Anonymous, are an integral part of the program. During the last reporting period Gemini House provided housing and services to 42 unduplicated individuals.
- **Cypress Center** – The Cypress Center is a 24-hour acute care program with 15 beds. The Cypress Center offers short term stays in a non-hospital setting that is safe, comfortable and cost effective. The program offered by the Cypress Center is an alternative to an in-patient treatment.
- **Brown Avenue** – The Brown Avenue group home is a HUD financed 12-unit facility. The group home provides housing and 24-hour supervision to elderly clients and clients with severe health and mental disabilities.
- **Manchester Street** - The Manchester Street facility provides single room occupancy for sixteen residents.
- **Merrimack Street** - The Merrimack Street facility provides shared apartments for 26



residents.

- **Cooperative Apartments** - The Manchester Housing and Redevelopment Authority offers 24 cooperative apartments with HUD Section 8 rent subsidies. These apartment are dispersed throughout the City and are for clients of the Mental Health Center who are able to live independently.
- **New Hampshire State Hospital** - The New Hampshire State Hospital houses approximately 150 people at their location in Concord. It is estimated that approximately 38 current residents of the State Hospital are Manchester residents.

#### Persons with Physical Disabilities

According to the 1990 Census there are a total of 5,170 non-institutionalized persons over the age of 16 with physical disabilities living in Manchester. Of this number, 2,599 or 50% are 65 years of age or older. There were 2,524 individuals between the age of 16-64 with disabilities severe enough to prohibit them from being employed. Other barriers faced by persons with physical disabilities include access to accessible sidewalks in many neighborhoods in the City, equal employment (it is estimated that 70% of the people with disabilities are unemployed). Due to the lack of awareness of the general public and accessibility individuals with skills are unable to access employment opportunities.

#### Facilities for Persons with Physical Disabilities

**Crotched Mountain Rehabilitation Center** - The Crotched Mountain Rehabilitation Center administers the Courtyard Apartments - a 26-unit residence for persons with physical disabilities. The Courtyard Apartments have 22 one-bedroom apartments and 2 two-bedroom apartments. All units at the Courtyard Apartments are filled. It is estimated that 12 individuals are currently on the waiting list for units in the housing complex.

**Manchester Housing and Redevelopment Authority (MHRA)** - The Manchester Housing and Redevelopment Authority provides 55 units of housing for the physically disabled. According to information obtained for the MHRA they currently have an open waiting list for their physically disabled units.

The following organizations also serve the disabled: physically disabled population. In Manchester, Granite State Independent Living provides public and private agencies with certified language interpreters. Program participants receive peer counseling, employment preparation and independent living services. Staff at Granite State Living estimate that there are 500 hearing impaired individuals in the City. However, the number may be far greater as many elderly in the City fail to acknowledge this disability.

**Easter Seals Society of New Hampshire** - This organization provides physical and vocational rehabilitation to a broad range of clients with physical disabilities. Easter Seals strives to

mainstream the disabled into the community. Transportation is among the largest and most successful services provided by the Easter Seals Society of New Hampshire in the Manchester area.

### Persons with AIDS

Persons with HIV-AIDS – The Merrimack valley Assistance Program provides case management, housing assistance counseling, medical services, client advocacy and education. The Merrimack Valley Assistance Program provided services to 110 people in 1999. MVAP lists the need for affordable housing among its most pressing problem, especially for homeless children and young adults. MVAP cites long waiting lists for subsidized housing as well as regulations associated with obtaining housing as impediments for people inflicted with the AIDS virus. MVAP continues to work with the state as it attempts to develop solutions to problems associated with finding suitable housing for persons with AIDS. They continue to provide education on the AIDS epidemic, however they stress that it is critical that housing opportunities are developed, along with a continuum of care that provides access to medical facilities and public transportation.

At the present the only facilities that service persons with AIDS are the Visiting Nurse Association that operates a hospice program in Manchester and the local Veterans Hospital that serves veterans from all over northern New England (Maine, New Hampshire and Vermont). MVAP is a member of the Granite State Consortium that is composed of five AIDS Service Organizations (ASO). The AIDS Foundation's service area is part of Rockingham, Hillsborough and Merrimack counties. Persons afflicted with the disease travel to Boston, Portland or the state of Vermont to receive treatment. Staff at the AIDS Foundation said that they have serviced married couples, women with AIDS, minorities and prostitutes with AIDS. Staff also mentioned that sub-populations of this group are: (1) persons with AIDS who are abusing alcohol, and (2) persons with AIDS who are abusing other drugs. These two groups account for 50% of their organization's clientele.

### Facilities for Persons with Alcohol and Other Drug Dependency

An established network continues to provide services for populations suffering from alcohol and other drug abuse dependencies in the City. Participating agencies provide a step-by-step program that individuals must follow in order to successfully recover for dependence. Agencies participating in the development of the Consolidated Plan report that the demand for available beds continues to be high and that they have long waiting lists.

**Granite State Independent Living-** This statewide agency provides a variety of services to persons with disabilities. Their services include assistance to improve the quality of life of New Hampshire's **Sobriety Maintenance Center, Crisis Intervention Program** - The Sobriety Maintenance Center offers social detoxification services and programming. In 1999, the Sobriety Maintenance Center provided housing and supportive services to 503 unduplicated clients.

**The Farnum Center** - The Farnum Center offers people accepted into its program four to six weeks residential treatment. The Farnum Center assists people who have been stabilized from detoxification centers, they spend thirty days in the residential program. In 1999, The Farnum admitted 350 people in its program that houses 29 beds. The occupancy rate at the center at 100% with an long waiting list. The Farnum Center screened between 40-60 clients per month last year and has an average of two to four week wait for an intake appointment. Following completion of treatment most clients remain in the Manchester area where they seek employment and permanent housing.

**Tirrell House** - Tirrell House is a halfway house containing 14 beds for recovering males. Operated and staffed by the Bureau of Substance Abuse Services, the facility is designed to give short-term supportive care and rehabilitation. The average stay for participants is three months. Currently a 8-week waiting list exists for the program. Among the services provided by Tirrell House include alcohol anonymous meetings, group counseling, AIDS education, GED and interviewing skills and job placement. In 1999 the Tirrell House provided services to approximately 450 people.

Other Facilities and Services for this Population Include:

**Catholic Medical Center** - The center operates the Riverway Center for Recovery; a 15 bed, hospital based inpatient detox program for alcohol and other drug abuse dependent adults.

**Veteran's Hospital** - The hospital provides a 14-bed hospital bed detox unit for substance and alcohol abusers. The unit is at or near capacity year-round and depending on the time of year there may be a substantial waiting list.

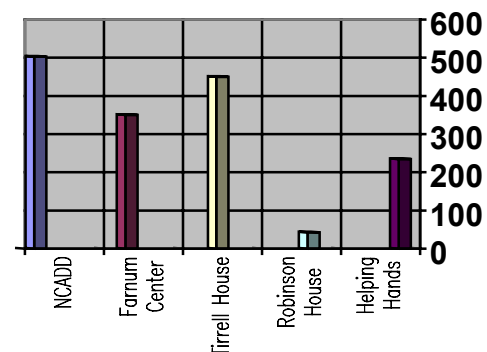
**Helping Hands Outreach Center**

**Southern NH Services- Robinson House**

The Elderly

The fastest growing segment of our population continues to be people 85 years of age and older. This population has increased dramatically during the past decade and with baby boomers about to enter their 60's, the percentage of elderly people will continue to grow. Information from the 1990 Census, which is unfortunately, the latest data available, indicated that approximately 12% of Manchester's population at that time were elderly (62 and over). According to information supplied by the NH Division of Adult and Elderly Service it is estimated that by the year 2010

**Housing for Individuals Served in 1999  
with Alcohol and Other Drug  
Dependency**



the percentage of elderly in Manchester will increase to approximately 20%. In 1998 the NH State Legislature enacted Senate Bill 409, this Bill is expected to alter the future of elderly care throughout the state. The plan entitled puts in place a mechanism that will result in fewer elderly people entering nursing facilities as new services are put in place for elderly and other adults so that they may remain in their own communities and homes. The new legislation effectively moves the state away from its reliance on nursing homes to a system that includes home and community based options for people needing long-term care. The plan, once enacted, will give consumers more choices, while maximizing the dignity and independence of elderly and other adults. The plan calls for a gradual redistribution of public funds from institutional care to an infrastructure of home and community based care options such as Congregate Housing Services, assisted living, residential care and other alternative options. It is expected that over the next five years, state funds will be allocated to augment existing home and community based services to support the development of new programs and services for the elderly. As the aging population continues to grow, the demand for housing and supportive services will intensify. Housing providers that assist the elderly population must continue to established relationships with home health care agencies in order to maximize potential funding opportunities from both state and federal sources. Innovative housing concepts such as the Congregate Housing Services Program, assisted living, comprehensive home and health care services and other alternative programs will require the participation of both public and private housing developers. The initiative to develop new program rests with the organizations in the City with the greatest number of resources. It is incumbent upon them to assume the risks involved in the development of new and innovative concepts that will best serve the City's frail elderly population.

**The Manchester Housing and Redevelopment Authority** - The Manchester Housing and Redevelopment Authority sponsors four Congregate Housing Services Programs [CHSP] that offer housing and supportive services that meet the needs of frail elderly and handicapped individuals. The four sites contain 107 units of public housing and provide meals, housekeeping, personal assistance, transportation and case management to eligible residents. The program is designed to allow frail elderly and handicapped individuals delay/avoid placement into a nursing home. The MHRA maintains a separate waiting list programs were developed in response to community needs and have become one of the agency's fastest growing service areas. Adult Day services are now a cornerstone in the continuum of care for the rapidly growing elderly population who require caregiver assistance during the day. With 70% of frail elders in the City being care for at home, adult day services help families maintain their loved ones at home, and offer respite to their caregivers. The Adult Day Program has a focus that includes activities of daily living that allow participants to maintain the skills needed for a health lifestyle, nutrition, exercise, planning and socialization. In 1999, the Adult Day Program provided comprehensive services to 94 unduplicated individuals. An average of 30 people per day participated in the program.

**The Elliot Day Care Center:** The Elliot Day Care Center provides three levels of care ranging from socialization to acute medical day assistance. The average age of clients' service by the

program is estimated at 80 years. In 1999, the program served an average of 24 people per day, 5760 client days were provided to Manchester most frail elderly.

### Facilities for Children

**Child and Family Services of NH - Runaway & Homeless Youth Program** - The Runaway and Homeless Youth Program sponsored by Child and Family Services of NH offers outreach, crisis intervention, counseling, emergency shelter, aftercare and appropriate referral to runaway, homeless and those at risk of such behavior and their families. This program has assisted Manchester area youth and their families since 1973. Outreach social workers provide crisis intervention and short-term counseling to youth that are runaways, throwaways, or homeless, or at risk of homelessness. The greatest at-risk group according to staff are 17 year olds that have left foster care yet, and to young to be admitted into the City's Shelters. Emergency shelter is provided by volunteer host homes. Aftercare is provided by program staff. For 18 year olds who are too old for foster care or are homeless, a voluntary transitional living program is available. In 1999, Child & Family Services reports having worked with over 100 homeless youth between the ages of 18-21, and over 250 youth under 18 who were runaway, homeless or throw-away. The street outreach program at Child & Family Services helps to identify the most at-risk street youth and gently guide them to access the needed services.

### **Other Services for Children**

**Manchester Office of Youth Services[OYS]** -OYS offers a range of prevention program that provide assistance to children and young adults identified as having difficulty at school, in the community or within the family structure. The Office of Youth Services is open daily and accepts referrals from families, schools, the Police Department, local treatment programs and other area human service agencies in the City. The Office of Youth Services provides counseling and referral services, substance abuse evaluation and a court ordered restitution program. In 1999, the Manchester Office of Youth Services provided counseling and services to 433 children and young adults in the Manchester area.

for elderly seeking to participate in one of the Authority's CHSP's. Additionally, it is estimated that MHRA provides housing in 870 units to elderly and/or disabled persons who live independently.

### Other Services for the Elderly

**Easter Seals Society of New Hampshire:** Easter Seals New Hampshire has provided a variety of adult day services ranging from a medical day rehabilitation program for those who need nursing monitoring to an ambulatory program for people with light medical and mental health needs, and an Alzheimer's Day Program for people with dementia and memory loss. Easter Seals' adult day programs were developed in response to community needs and have become one of the agency's fastest growing service areas. Adult Day services are now a cornerstone in the continuum of care for the rapidly growing elderly population who require caregiver assistance during the day. With 70% of frail elders in the City being care for at home, adult day services

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### **Youth Served by the Manchester Office of Youth Services**

<b>ACTIVITY</b>	<b>1999</b>	<b>1998</b>
Telephone Counseling Calls	1947	1787
Crisis Intervention	319	335
CHINS [Filed for Court]	54	59
Court Mandated Alcohol Education	19	22
Outreach Referrals	347	327

### **Housing Needs Assessment (Table 2A should be included in this section)**

This involves a projection of housing needs for Manchester's residents for the next five years. It focuses on the needs of renters and homeowners with incomes below the median including special needs populations such as the elderly, the disabled, persons with HIV/Aids and large families. Problems such as overcrowding, substandard housing, cost burden and severe cost burden are considered by HUD to be the benchmarks that should be considered in determining and identifying the housing needs of the Community.

A housing needs assessment relating to the categories of persons affected was developed using information from the City's 1995 Consolidated Plan. 1990-Census Data was used in instances where updated information was not available. Supplementing the Consolidated Plan is information that was obtained through Public Hearings, meetings with public and private community based organizations and through a review of information obtained from the New Hampshire Housing Finance Authority, the Southern New Hampshire Planning Commission and the Manchester Chamber of Commerce.

#### General Overview

For purposes of this analysis, households with housing needs are those identified as having any of the following three housing problems: 1) overcrowding, 2) excessive cost burden and 3) physical inadequacy. Using these indicators the following tables were developed. In 1990, 12,883 households [32%] experienced at least one of the problems discussed. The following tables indicate that renters are more likely to experience a housing problem than owners. It is estimated that 40% of renters have at least one of the housing need indicators compared to 23% for homeowners. Based on our review, it appears that housing problems decline as incomes increase. Higher income households experience significantly fewer housing problems than low or extremely low-income households. For renter households, extremely low and very low-income households comprise 35% of the total number of rental households and account for 67%

of the households with housing problems. The significance of income relative to the incidence of housing problems is further born out in a comparison of the percentage of moderate-income households that experience housing problems (11%), versus that of the extremely low-income which is almost seven times as great at 75%.

To a lesser degree, homeowners are experiencing fewer housing problems than renters. Renters with extremely low-incomes are more likely to experience difficulty with housing than low-income homeowners. Extremely low-income owner households comprise only 6% of the total number of owners, yet they experience 20% of the problems of that group. Looking at all of the groups, large households tend to experience more housing problems than any other specific group.

Categories of persons affected are:

**Extremely low and low-income households in total (less than 30% and less than 50% of the CMI City's Median Income)** – According to the 1990 Census Manchester has 5,609 extremely low-income households and 4,194 low-income households which represents a quarter of the total number of households in the City. These households are significantly affected by at least one housing problem (72% indicated at least some type of housing problem) mostly related to affordability. The following tables indicate that 75% of the extremely low-income rental households and 78% of the low-income rental households have cost burdens (defined as housing costs that exceed 30% of their incomes). In terms of the percentage, these households are experiencing severe cost burdens (more than 50% of their income for rent) the incidence is 58% for the extremely low-income and 23% for the low-income households.

Relative to the extremely low and low-income households owning their own homes, the incidence of extremely low-income households expending more than 30% of their income for housing costs is similar to the same income category of renters, estimated at 75%. For low-income owners the percentage with cost burdens relative to renters is smaller at 39%. The homeowners in these income categories are also experiencing significantly fewer problems in the way of severe cost burdens as 43% of the extremely low-income owners and 16% of the low-income owners have identified a severe cost burden in excess of 50% of their income.

#### **Moderate Income Households - (51%-80% of CMI - City's Median Income)**

Manchester has 7,653 households earning between 51% and 80% of the City's median income which accounts for 19% of the total number of households in the City. Within this income category

34% or 2,558 are owner households and 66% or 5,095 are rental households. These households are also dealing with affordability problems but to a lesser degree than the extremely low and low-income households. As a group 41% have identified some type of housing problem with 40% experiencing cost burdens exceeding 30% of their incomes while only 5% have severe cost burdens in excess of 50% of their income. The likelihood for a household in this income category to experience a housing problem is much greater for a renter with 46% identifying some type of problem compared to 30% of the homeowners. More rental households have cost



burdens in excess of 30% (45% versus 30%) however only 3% of rental households compared to 10% of owners have indicated a severe cost burden for housing exceeding 50% of their incomes.

Incidence of Housing Cost Burden						
	Type of Household					
Renter Income Category	Elderly	Small	Large	All Other	Tot. Renters	Tot. Renters/Owners
Extremely low (0-30% of median)	63%	93%	97%	76%	75%	75%
Low (31-50% of median)	67%	86%	90%	79%	78%	66%
Moderate Income (51-80% of median)	49%	39%	30%	51%	45%	40%
Middle Income (81-95% of median)	10%	10%	7%	8%	9%	19%
Total all income households	53	34	57	36	40	32
Owners Income Category	Elderly			All Other	Total Owners	Total Renters/Owners
Extremely low (0-30% of median)	73%			86%	75%	75%
Low (31-50% of median)	32%			54%	39%	66%
Moderate Income (51-80% of median)	12%			44%	30%	40%
Middle Income (81-95% of median)	13%			39%	31%	19%
Total all income households	24			22	23	32

Incidence of Housing Problems						
	Type of Household					
Renter Income Category	Elderly	Small	Large	All Other	Total Renters	Total Renters/ Owners
Extremely low (0-30% of median)	63%	93%	97%	76%	75%	75%
Low (31-50% of median)	67%	87%	90%	82%	80%	64%
Moderate Income (51-80% of median)	49%	40%	44%	51%	46%	41%
Middle Income (81-95% of median)	10%	11%	32%	10%	11%	21%
Total all income households	53%	34	57	36	40	32
Owners Income Category	Elderly			All Other	Total Owners	Total Renters Owners
Low (31-50% of median)	33%			55%	41%	68%
Moderate Income (51-80% of median)	12%			45%	30%	41%
Middle Income (81-95% of median)	13%			42%	34%	21%
Total all income households	24			22	23	32

Source: CHAS DataBook - special tabulation from 1990 Census.

<b><i>Incidence of Severe Housing Cost Burden</i></b>						
	<b>Type of Household</b>					
<b>Renter Income Category</b>	<b>Elderly</b>	<b>Small</b>	<b>Large</b>	<b>All Other</b>	<b>Total Renters</b>	<b>Total Renters Owners</b>
Extremely low (0-30% of median)	4%	79%	80%	65%	58%	55%
Low (31-50% of median)	27	22	19	24	23	21
Moderate Income (51-80% of median)	2	1	0	6	3	5
Middle Income (81-95% of median)	0	0	0	1	0	2
Total all income households	26	13	17	15	16	12
<b>Owners Income Category</b>	<b>Elderly</b>			<b>All Other</b>	<b>Total Owners</b>	<b>Total Renters Owners</b>
Extremely low (0-30% of median)	36%			68%	43%	55%
Low (31-50% of median)	10			28	16	21
Moderate Income (51-80% of median)	4			15	10	5
Middle Income (81-95% of median)	2			5	4	2
Total all income households	9			4	5	12

There are 4,407 middle income households in Manchester which represents approximately 11% of the total number of households in the City. These households include 2,497 renters and 1,910 homeowners. Slightly more than one in five (21%) have some sort of housing problem with slightly less than that amount (19%) experiencing housing cost burdens in excess of 30%.

Only 2% of those households have identified a severe cost burden exceeding 50% of their incomes.

Unlike the households in the extremely low and low-income categories the incidence of housing problems and cost burdens are experienced to a greater degree by owner households rather than renters. More than a third (34%) of homeowners compared to only 11% of the rental households have indicated having some type of housing problem.

In terms of cost burdens, 10% of rental households and 31% of owner households in this income bracket are expending more than 30% of their income for housing. Less than 1% of the rental households and 2% of the homeowners have severe cost burdens whereby they are expending more than 50% of their income for housing.

**Elderly Households** – The best information available on the elderly population continues to be the 1990 Census. While there is clearly evidence that the elderly population has increased in the City, there is no documentation that lists the actual increase. In 1990, the elderly population in the City was estimated at 13.6% of the population. Elderly households accounted for 23% of the total number of households in the City. Approximately half had incomes that were less than 50% of the City's median income. A greater percentage of the elderly were living below the poverty level, in comparison to the general population and it was estimated that almost a third of the elderly households consisted of a single member. Approximately 47% of the City's elderly renters participated in a federal housing subsidy program.

In the City's last Consolidated Plan, access to affordable housing was identified as a critical issue for elderly people living in the City. Since most elderly individuals and families live on fixed incomes, the problem will only intensify as that segment of the population increases. It is estimated that 53% of Manchester's elderly citizens own their own homes. Manchester's current stock of public housing units for the elderly has remained almost unchanged for over a decade and rents for elderly living in the community have risen dramatically over the last five years.

In 1995 it was reported that the 73% of Manchester's extremely elderly homeowners were experiencing significant problems associated with maintaining their homes due to the increasing tax rate in the City. The vast majority of this group expends in excess of 30% of their income for housing costs. Conversely, elderly renters also experience problems with housing, as 67% of the very low-income elderly families report having difficulty paying rent. Most live in units where they pay more than 30% of their income for housing expenses. The incidence of severe cost burden relative to the total population is smaller for both elderly homeowners and renters, than for almost all other income categories.

Programs that provide supportive services in addition to housing, such as HUD's Congregate Housing Services Program, have not kept pace with the expanding elderly population. The Congregate Housing Services Program has not been expanded since 1993, instead HUD has focused on programs such as support service coordination that links residents of public housing with local service agencies. With long-term care reorganization taking shape on the state level,

the City can expect dramatic changes in the way housing and supportive services are funded for the elderly over the next five years. It is the desire of both the state and the majority of elderly people to remain in their own homes and avoid institutionalization for as long as possible. Changes in the current system will encourage efforts by community based organizations to provide supportive services that delay/avoid premature placement of elderly people in nursing homes.

**Large family households** - Large family households currently renting units or seeking rental housing commensurate with their family size face the most severe housing problems of any population group in the City. They appear to be the group most affected by the supply of decent affordable housing. They are also the group that is most susceptible to “doubling-up” and severe overcrowding conditions. Over half (57%) of the City’s large rental households indicate that they are dealing with some type of housing problem. For the extremely large, low-income families that rent housing units in the City, 97% report having housing problems and are experiencing difficulties paying their rent. It is estimated that 80% have severe cost burdens relating to housing. For large rental families with slightly greater incomes, the situation is almost as bleak as 90% report housing problems and cost burdens more than 30% of their incomes. The problems of this group will continue to intensify as inflation and the cost of living goes up.

The housing needs of the City’s large households have been hampered in the past five years by the lack of large housing units. In its 1995 Consolidated Plan, the City of Manchester reported that there were 5,103 rental units in the City with 3 or more bedrooms and that 381 were vacant. While exact information on the exact number of 3 or more bedroom apartments is unknown at this time, the vacancy rate in the City is hovering at less than 2% and housing providers suggest that the most critical problem is finding decent affordable housing for large families. Many of the City’s large rental units are found in older buildings located within Manchester’s inner city neighborhoods. Despite efforts by Manchester Neighborhood Housing Services to renovate Manchester’s abandoned and substandard units, much of the City’s larger housing buildings remain in poor condition. Not only is there a severe shortage of housing units for large families, those fortunate enough to find housing report that they pay much higher rents. Finally, since 47% of the City’s large rental households are extremely low and low-income, affordability of housing is equally as important as its availability.

**Minority Households** - Minority households also experience severe housing problems and proportionally spend more of their income for housing than other population group. More minority households rent housing relative to their proportion of the population. Minority households account for 5.6% of the total number of rental households and 1.7% of the total owner households in the City. In 1995, it was reported that there were 339 minority households that owned their own homes, which is a very small percentage considering that the total number of owner households citywide totaled 19,268. While the number of minority homeowners has increased during the past five years, formal documentation detailing the change was not available for this report. The income distribution of minorities varies significantly between renters and homeowners in comparison to other population groups in the City. It is estimated that for

minority homeowners the percentage of households with incomes below 80% of the City's median income is 28%. Over 71% of minority renter households in the City have incomes below 80% of median. This compared to the citywide percentage of 59% for rental households. The percentage of minority households with housing problems for both owners and renters is also significantly greater than that of the total citywide percentage. More than half (51%) of minority renters and a third of minority owners experience housing problems. This compares to 40% of the total City rental households and 23% of the total City owner households. Breaking these statistics down by ethnic group, 56% of African American and 52% of Hispanic rental households are experiencing housing problems. Therefore, according to the HUD definition of disproportionate need the housing problems of Manchester's minorities particularly its African American and Hispanic populations are more than 10 percent greater than the total population.

Based on the income data for minority populations, housing affordability is a major problem. Minority and refugee populations that have migrated to Manchester have sought housing in the City's inner city neighborhoods because of ample job opportunities and generally low cost housing. Most immigrant and refugee families speak a language other than English and tend to congregate in the same general area for support and companionship of other who share the same culture. NH Legal Aide provided evidence and documentation of cases of discrimination by landlords where minority populations were involved. In most cases, it was perceived by the family seeking housing that they had been denied a rental unit because of language, color or other cultural issue.

**Persons with Disabilities** – Affordability of decent housing continues to be a critical problem for people with disabilities, especially if they are low-income. Agencies that support people with disabilities continue to stress the need for additional services such as transportation and permanent employment, in addition to the need for housing. Very few new rental units have been added to the inventory in the last five years, despite a growing need for additional affordable housing for this population. Given the competition that currently exists in the City for available rental housing, this population will continue to struggle to obtain decent affordable housing opportunities.

**Persons with Physical Disabilities** - Data obtained from the 1990 Census indicated that there were 5,170 individuals over the age of 16 with self-care mobility disabilities in Manchester. Subtracting out the estimated percentage of individuals with mental and developmental disabilities, it was estimated that people with physical disabilities numbered 4,963. People with disabilities cite access and affordability among the housing problems most affecting their population group. People with disabilities, that have fixed incomes, must first struggle to find appropriate housing and then arrange for a Home Health Aide to assist with personal care, shopping and household chores. The State currently provides funding for people with disabilities to hire Aides through its Medicaid Program. Unfortunately, funding provided by the state is not adequate to hire and maintain employees that are certified and dependable employees for this population.

**Overcrowding** – In 1995, it was reported that the overall the incidence of overcrowding was not a significant issue. At that time only 2.3% of renters and less than one percent (.9%) of owners had more than one person living in their home per room. However, that is not the case today. Overcrowding poses a considerable problem, not only for large families, but also for small families and individuals. “Doubling Up” has created a unique phenomenon in the City and it has impacted practically every income group as housing remains scarce and rents are high. In 1995 it was reported that 45% of the extremely low and very low-income large renter households and 36% of low-income larger renter households had issues with overcrowded housing. Based on information obtained from housing providers in the City, overcrowded housing units continue to be a very serious problem. Relative to affordability, analysis of Table 4 from the CHAS data book indicates that there were only 139 affordable 3 bedroom or larger units that were available to the extremely low-income large households. There were 583 similar size units available to very low-income large rental households. Considering that there were only 1,302 large rental households, there was a tremendous need to house this group.

**Substandard Housing Conditions** - In compiling an estimate of the number of units with physical inadequacies defined as substandard the 1990 Census, the City combined units lacking plumbing with units that were built prior to 1940. Additionally they factored in housing units that appeared affordable to extremely low-income households, along with the number of vacant units identified as affordable for the same income category. An assumption was made using this methodology that vacant units and all old units were physically inadequate and likely needed extensive renovations including lead paint abatement.

Based on these assumptions, it was estimated that 1% of the owner housing stock and 18.5% of the rental stock was physically inadequate or substandard. In terms of numbers this translated to 4,028 rental units and 247 owner units that were in need of rehabilitation.

## Significant Housing Market Characteristics

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Manchester is New Hampshire's largest city, an urban center that has historically served as a rental housing market for a higher percentage of Manchester's families than single family homes. It is estimated that fifty-four percent (54%) of the available housing units in the City are renter occupied. There are 44,361 units of housing in the City of Manchester, with 90.9% occupied according to information provided by the City's Building Department.

A survey conducted in April 1999 by the NH Housing Finance Authority estimated the vacancy rate in the City at 1.7%; this compares to a vacancy rate estimated at 8% eight years ago. In Manchester, like other communities across the country, housing resources are tied directly to economic cycles of supply and demand. In the last three years, the cost of rental housing has risen significantly with the growing economy. In 1995 the average cost for a two-bedroom unit was \$573, in 1999 that same unit rented for \$794. [NHHFA] Since 1995 there has been a rental increase of 24.6% in Hillsborough County, the largest in the state of New Hampshire.

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**Gross Rental Cost - 1999**  
**Manchester, New Hampshire**

Unit Size Number of Bedrooms	Sample Size	Median Contract Rent	Rent Range			Median
0	66	\$466	\$340	-	\$739	\$466
1	370	\$550	\$282	-	\$839	\$587
2	699	\$704	\$394	-	\$1039	\$794
3	125	\$600	\$442	-	\$1213	\$879
4+	8	0	\$707	-	\$1116	0
All	1268	\$630	\$282	-	\$1213	\$687

Source NHHFA 4/99

Since the vacancy rates have decreased there is less available housing for people in the rental market. In the current economy, rent increases exceed what low-income households are capable of paying. As one provider put it, "When the money is not there to pay the rent and utilities, housing is lost." Those with the lowest incomes are having the greatest difficulty obtaining decent housing in Manchester's current rental market.

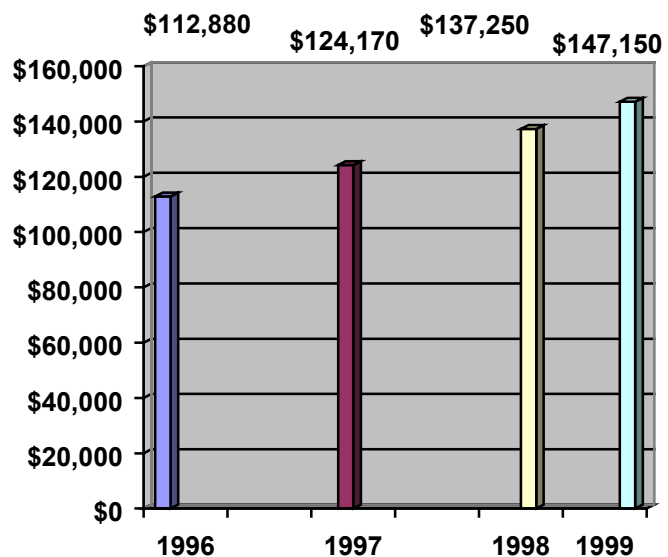
The age of residential buildings often helps describe the potential housing needs of a community. A large proportion of older residences may serve as an indication of the need for rehabilitation and/or renovation. In addition, an analysis of older units may also reveal that certain community districts have a high degree of historic significance. In order to preserve the housing supply represented by older buildings, municipalities may need to focus on inspections, maintenance, and upgrading of these units throughout the community. Providing counseling to owners of various funding sources and providing assistance to them has the potential to be a part of the program to retain housing in older structures. Of the 15,169 units in the City that were built before 1940, renters occupy 62% or 9,453 housing units. Low and very low-income individuals occupy 97%, or a significant number of the rental units. In the 1940-1959 class, only 32% of the units are used as rentals; however 93% are utilized by low or very low income people. Renters occupy fifty-five percent of the units built between 1960-1979, while 94% are low/very low-income individuals. There has been virtually no new non-subsidized rental construction in the last three years.

Along with the rental market, the overall price of properties in the Manchester area have also increased dramatically. In 1994 the average property in the City was selling for just under \$90,000. In 1999, the average property sold for \$147,399, an increase of over sixty- percent.

The demand for single-family housing is very strong in the City. The owner occupied housing market analysis shows that Manchester has emerged from the recession of the early 90's and boasts the hottest housing market in years. Information provided by the New Hampshire Association of Realtors indicated that in 1999, 2,250 single family homes sold in the Manchester area. This compares to 601 that were sold in 1994.

Unlike five years ago when it was reported that a family of four earning 80% of the median income [\$37,850] qualified for the average property being sold in the City, it now takes an income of \$60,000 to qualify for a conventional mortgage, according to staff at Manchester Neighborhood Housing Services. While the median family income for a family of four has increased to \$43,100, it has not kept up with the increase cost of housing. Manchester Neighborhood Housing Services has implemented a very successful homeownership program that resulted in 12 low-income families purchasing homes in Manchester last year. Manchester Neighborhood Housing Services reports that potential low-income homebuyers lack the down payments and closing costs, and with assistance and counseling sessions potential buyers are provided with information on the do's and don'ts of owning a home.

**Average Sale Price of Property**



### Racial/Ethnic Concentration

Manchester is similar to the rest of the State of New Hampshire and has a population that is predominantly white, estimated at 98% in the 1990 census. However, during the past ten years a rapidly growing minority population has sprung up in Manchester's inner city neighborhoods. They include African-Americans, Hispanics and families from a variety of Asian counties. Between 1980-1990 the African-American population in the City grew by 192%, the Hispanic population by 120% and the Asian population by 292%. The 1990 census estimated that 7,015 people resided in Manchester's Enterprise Community. Where the non-white population was estimated at 19% and the number of non-native speaking people accounted for an estimated 28% of the population. Since 1987 over 1700 refugees have resettled into greater Manchester, according to the International Institute of New Hampshire. Each year between 180-200 refugees, generally from war torn countries, are relocated to Manchester, where they usually reside in one of the City's inner city neighborhoods. Resettlement occurs in urban communities in order to take advantage of low-cost housing, jobs and transportation. More than 1400 students are enrolled in ESL programs in the

City's schools. A report commissioned by the Manchester Chamber of Commerce and released in March 2000 reports that 60 different languages are spoken in the Manchester School District.

For purposes of the Consolidated Plan, areas of racial/ethnic concentration are considered Census Tracts where at least 25% of the population is of a specific race or ethnic group. Despite significant increases in the number people identified as being part of a minority population, the overall minority population remains relatively small in Manchester in comparison to other northeast urban areas.

Census Tract Data for 1990 provided evidence that minorities resided throughout the city, however a significant concentration did not exist in any particular area. Only four of Manchester's twenty-eight tracts had concentrations of ethnic groups that were greater than 4% of the Census Tract population. The tracts are Census Tract #4 with a 5.5% Hispanic population; Census Tract #5 with a 4.2% African American and 9.2% Hispanic population; Census Tract #14 with a 9.8% Hispanic population, and Census Tract #15 with a 6.8% population. The following

Persons below Poverty Level by Race/Ethnicity				
Race/Ethnic Group	No. of Persons	% of Total below Poverty	% of Race/Ethnic Group	% of Total Population
White	7795	89.8	8.2	7.8
Hispanic	405	4.7	1.9	0.4
Black	247	2.8	25.5	0.25
Asian/Pacific Islander	233	2.7	21.3	0.23

maps identify these areas.

### Concentrations of Low Income Populations

Only two of the twenty-eight Census Tracts, Census Tract #5 at 32.1% and Census Tract #14 at 36.2%, have populations with more than 20% of the residents with incomes below the poverty level with 16 of the tracts housing no greater than 10% of the population with incomes below the poverty level. Therefore, rather than using the poverty level as basis for identifying areas of low income concentrations, the City will be using the following definition.

For purposes of the Consolidated Plan, the City defines areas of low-income concentration as any Census Tracts in which at least 51% of the population has incomes less than 80% of the median income for the City as identified in the 1990 Census. In order to identify pockets of low-income populations outside of the central area, census block groups are also included in the low-income areas.

The accompanying map numbered 2 indicates that these areas are located on both sides of the Merrimack River and are basically coterminous with the city's previous efforts at neighborhood revitalization.

### **Needs of Public and Assisted Housing** (Table 4 may be used in this section)

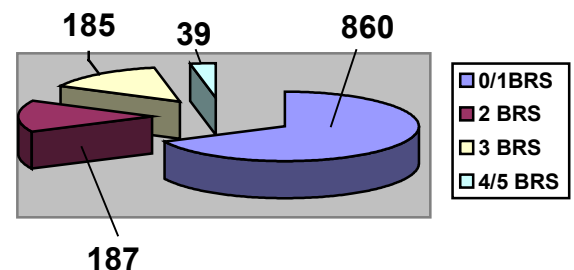
The institutional structure for housing in Manchester other than those of the CIP staff and two local nonprofit housing providers primarily involve the Manchester Housing and Redevelopment Authority.

The MHRA was established by state statute as the local housing authority and the redevelopment agency for the City. The Authority is governed by five commissioners who are appointed for a five-year term by the Mayor. The MHRA owns and manages 1,254 units of family and elderly housing in various sites throughout the City. It also administers approximately 1,356 units of rental assistance under the Section 8 Existing, Moderate and Substantial Rehabilitation programs. The MHRA operates several resident programs including Congregate Housing Services for frail elderly, adult group day care and a Youth Services program, funded in part under the CDBG program. The Authority also employs a Resident Facilitator through HUD's Drug Elimination Grant program to organize residents for economic empowerment and crime prevention in the Authority's three major family developments.

A description of the number, type and condition of public and assisted housing in the City is presented along with the strategy of the Manchester Housing and Redevelopment Authority to improve its management of the public housing and the living environment of public housing residents.

The information relative to the inventory and condition of Public and Assisted Housing had been documented in the 1994 CHAS and had been derived principally from the Manchester Housing and Redevelopment Authority's Comprehensive Grant Program. An update of this information and the Comprehensive Grant Program is the basis for the presentation of statistics provided in this

**Public Housing Units in the City**



section. In accordance with HUD requirements, the MHRA's 1999 Comprehensive Grant Program has been made available and reviewed by public housing residents at meetings held in the Elmwood Gardens Public Housing Community Center.

### Description of Public Housing

The City of Manchester has 4,022 units of project and tenant based assisted housing administered or funded primarily through the Manchester Housing and Redevelopment Authority, the Department of Housing and Urban Development and the New Hampshire Housing Finance Authority see map numbered 5. Approximately 48% (1,930) of these units are occupied by families and 51% (1,976) by the elderly. The remaining units (2%) are designated for use by the severely mentally ill and the physically handicapped.

The Manchester Housing and Redevelopment Authority's assisted housing programs provide affordable housing to approximately 4.6% of Manchester's households with nearly 2,632 units of public and private dwelling units throughout the City. The MHRA manages 1,271 units of Public Housing and 1,404 units of Section 8. Included in its inventory of public housing, which is primarily available to households at or below 80% of the median income for the City. Under a recently enacted law, 40% of new admissions to public housing and 75% of new admissions to Section 8 must have incomes at or below 30% of the median income. As part of its public housing program MHRA currently administers 861 zero & one bedroom apartments (68%), 186 two bedroom apartments (15%), 187 three bedroom apartments (15%) and 37 four and five room apartments (3%). MHRA had 69 vacant units at the end of FY99, 58 of which were under renovation. Currently the waiting list for public housing includes 317 elderly/disabled and 185 families.

The Leased Housing Department of MHRA administers the Section 8 Program that provides assistance to households with incomes below 50% of the City median. MHRA administers a total of 1,361 Section 8 units with the following inventory: 770 (57%) zero and one bedroom apartments, 403 (30%) two bedroom apartments, 176 (13%) three bedroom apartments and 4 (1%) four and five bedroom apartments. All Section 8 units must meet minimum housing quality standards to be accepted into the Section 8 program. Staff from the MHRA inspect each unit prior to occupancy and annually thereafter to ensure units are maintained in good physical condition. MHRA reports that the need for decent affordable housing continues to be a serious problem in the City and that waiting list for both public housing and Section 8 remain high. MHRA currently has a Section 8 waiting list of 1,346 applicants made up of 334 elderly/disabled and 1,012 families.

The MHRA offers units to elderly and persons with disabilities in its five high rises and at scattered site housing throughout the City. It also provides family housing at two major developments and at smaller scattered site locations throughout the City. All MHRA housing sites are located in convenient areas near stores, schools, churches and local public

transportation. The larger MHRA apartment buildings have community centers with central dining facilities and on-site maintenance staff. Its maintenance personnel maintain MHRA's public housing units in good physical condition.

In addition to providing maintenance service to residents of public housing, MHRA also maintains a Modernization staff that prepares plans and specifications for public housing construction work. They also supervise bid openings, recommend contract awards and monitor work on all construction activities undertaken by the Authority. During 1999, modernization efforts included completion of three of MHRA's general occupancy scattered sites, 29 units in total. Additionally, modernization work commenced at two elderly sites, with consultation and architectural plans for specific site improvements. Modernization staff also oversaw a number of extraordinary maintenance projects, including; construction of an addition for a commercial kitchen; expansion of dining facilities and relocation of the laundry room at the Pariseau High-rise; replacement of roofing and roof insulation at the Burns High-rise; rehabilitation of the 74 Trahan Street unit at Elmwood Gardens for use as a Community Policing substation; replacement of domestic hot water heating systems at the Calves and Pariseau High-rises; overlay of shingled roofing at the Josaphat T. Benoit Apartments; parking area expansion at the Falls Avenue and Brown Avenue Apartments; sidewalk improvements at the O'Malley and Calves High-rises; and, coordination of consultant plans and specifications for main entrance and kiosk modifications at the Central Office on Hanover Street.

#### Strategies for Improving Management and Operation of Public Housing Units

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The Manchester Housing and Redevelopment Authority has undertaken a variety of initiatives designed to improve the management and operation of its Public Housing Programs. During 1999 the MHRA secured a number of grant awards that will provide additional support and services to residents of Manchester's Public Housing Complexes. The following programs received funding in 1999:

- Congregate Housing Services Program was funded in the amount of \$493,012 from both HUD and the State of New Hampshire for continuation of its four programs.
- Awarded \$51,000 from HUD as part of a renewal of the Authority's Elderly Service Coordinator Program.
- Awarded \$256,300 by HUD for the continuation of the Drug Elimination Program. It was MHRA's ninth consecutive PHDEP grant award.
- Awarded \$25,000 by Hillsborough County through the State's 6% Incentive Funding Grant Program. Funding will be used for the continuation of Latchkey and Youth Opportunities Programs.
- Awarded \$1,751,332 from HUD through its Comprehensive Grant Program to continue Modernization Program activities.

Additionally, MHRA continues its designation by HUD as a "High Performing" public housing authority and it received four HUD Best Practices awards for physical renovation, social service

delivery and grantsmanship. Also the Authority, acting as an agent for the City participated in the design and development of the Civic Center project plan for site acquisition, financing and construction management.

In addition the MHRA assumed up to 200 additional Section 8 participants/units in 1999 and managed to maintain a public housing adjusted occupancy rate above 99% and operated all programs within their respective budgets.

#### Section 504 Needs Assessment

The MHRA has in effect a completed Needs Assessment and Transition Plan which defines their strategy and efforts to meet the needs of disabled public housing tenants and the anticipated future needs of the disabled on the public housing waiting list. The findings of the Assessment Plan have resulted in the MHRA including in its plan for modernization activities of its public housing inventory the retrofitting of several units and common areas to accommodate persons with disabilities. To meet the need of individuals with non mobility impairments the MHRA has installed a TDD system and has informed all public housing residents of its availability.

According to the Assessment Plan, the greatest need for accessible units is for smaller units for the elderly; efficiencies, one bedroom units and two bedroom units. Currently, 55 of the 1,271 units of public housing are accessible to the disabled as noted in the following table. These units are located at six different developments throughout the City.

Based on the findings of the Needs Assessment and their past experience in the placement of persons with disabilities in these units the MHRA believes that these existing 55 units are sufficient at the present time to meet these needs of the disabled public housing tenants and applicants. For the future, the MHRA will continue to assess the needs for such housing and how it can best serve the needs of public housing residents with disabilities. The MHRA has in the past sent staff to various training seminars on Section 504 to enhance their understanding of the law and will continue its efforts in this regard to maintain an awareness of compliance issues pertaining to persons with disabilities. Accordingly, the MHRA will continue to assess its needs and revise its plan for compliance as appropriate.

<b>SECTION 504 NEEDS ASSESSMENT</b> MHRA Public Housing Inventory of Accessible Units			
Unit Size	Moderately Disabled	Severely Disabled	Total
0	3	0	3
1	15	24	40
2	0	4	4
3	12	0	12
Total	31	28	59

Source MHRA

In terms of making individuals with handicaps aware of the availability of the accessible units the MHRA has utilized several methods of information dissemination in order to be as effective as possible. They have purchased media announcements, have established relationships with advocacy groups for the disabled such as the Granite State Independent Living Foundation, and they include informational fliers in all Section 8 and public housing pre-applications.

### **Other Public/Non-Profit Assisted Housing (include all specific housing Objectives)**

#### Manchester Neighborhood Housing Services- [MNHS]

Manchester Neighborhood Housing Services has been an active participant in the development of safe affordable housing in Manchester's Inner City neighborhoods since 1992. MNHS has been credited with working to rebuild the Center City. Together with area residents, local businesses and government, MNHS has embarked on the most ambitious community based revitalization effort in state history. It has demolished and/or replaced thirty buildings with decent, safe and affordable housing which is available for rent or sale. MNHS is currently working on the conversion of eight buildings, all located in an area contiguous to Manchester's Enterprise Community. MNHS's efforts have generated over ten million dollars in direct investment in Manchester's inner city neighborhoods through direct investment in people.

Highlights of MNHS's activities during the past year included the following:

- Completed construction and resale of the Renaissance Homes project, a total of eight new homes;
- Completed construction and resale of REBUILD Initiative Phase I. Also receive financing for Phase II of the Project. The completion of Phase I has resulted in the renovation and resale of three MNHS-owned properties to low income buyers;
- Completed construction on Three Corners Apartments, occupying all 20 rental units. This project represents the first rental project for MNHS in five years;
- Began construction on the Tree Streets Renewal project which will create 23 units of affordable rental housing;
- Purchased 100 units of housing on Elm and Prospect Street that has historical significance for the City of Manchester and secured financing for the renovation of 68 units, which is expected to be under renovation in mid 2000.

In addition, MNHS's Home Ownership Works [HOW] Center assisted 12 new low and moderate-income families become first-time homeowners through specialized homeownership services provided by the agency. MNHS anticipates it will certify 40 families who will become new homeowners in 2000. The HOW Program remains the cornerstone of MNHS's initiative to revitalize neighborhoods by helping residents become homeowners. The HOW Center provides the educational and financing links that prospective buyers need to purchase their first home. The HOW Center received commendation for the quality and depth of programs that help participants qualify for special assistance mortgages and grants. The Center was also awarded



national accreditation in Full-Cycle Lending by the Neighborhood Reinvestment Corporation. It received approval as a HUD FHA home ownership Learning and Education Program and members of MNHS received national certification in homebuyer education and mortgage lending.

The overall success of the HOW Center in creating homeowners in Manchester's inner city neighborhoods has inspired the agencies expansion and soon it will make its homeownership programs and services available throughout the state of New Hampshire.

Other noteworthy accomplishments during the year included:

- Produced 12 homebuyers from the program who have purchased a new home in the community;
- Graduated 232 families from homeownership training, preparing them for eventual purchase of their own home;
- Loaned a record \$1,203,321 in home purchase, rehab and repair loans to program participants.

### **Manchester Neighbor Housing Service Housing Statistics**

	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>Total</b>
# of People Served	178	416	340	405	523	1862
# of Units Demolished	0	0	10	7	0	17
# of Units Constructed	16	0	0	8	4	28
# of Units Rehabbed	6	10	16	13	27	72
# of New Home Owners Created	3	7	10	21	12	53
# of Minority Home Owners Created	0	2	2	2	3	9
# of Female Head of Household Created	2	1	7	11	2	23
# of Disabled Accessible Units	4	4	4	4	6	22
% of Rentals that are:						
1 Bedroom						
2 Bedroom	15%	15%	15%	15%	27%	
3+ Bedrooms	85%	85%	85%	85%	73%	
Vacancy Rate By Year	3%	4%	2%	1%	<1%	

### **Federal Housing Administration (FHA)/Housing and Urban Development (HUD) and New Hampshire Housing Finance Authority (NHHFA)**

Federal programs such as HUD's Sections 236, 221d3, 221d4 and 202 and FHA's Sections 502 and 515 provide funding subsidies for 766 units or 23% of the total number of assisted units that are in the City. Of these units the elderly occupy 230 units or individuals with severe mental illness occupy 3.4% and 8 of the units.

In addition to HUD and FHA, the State of New Hampshire through the New Hampshire Housing Finance Authority (NHHFA) also provides assisted housing for families and the elderly. The

NHHFA presently administers 500 units with 160 of these units occupied by the elderly and the remaining 334 units providing housing to families.

## **Lead Based Paint Hazards**

The assessment of lead based hazards was formulated from information supplied by members of Manchester's Environment Committee, the Manchester Health Department and the Greater Manchester Partners Against Lead Poisoning. 1990 Census Data was used to determine the number of units in the City believed to have lead-based hazards. For purposes of the Consolidated Plan, much of this information was updated with the assistance of staff from the Way Home Program.

According to information contained in the HUD CHAS Data Book provided to the City for development of the 1994 CHAS, there are approximately 25,823 (plus or minus 10%) housing units with lead based paint. It is estimated that low and moderate-income households reside in approximately 13,948 of these units. The City does not have sufficient information to quantify the number of units that have lead based paint hazards (generally associated with units in poor or deteriorating condition and with older plumbing). Information on the incidence of children with elevated blood levels was provided by the Manchester Health Department and Manchester Child Health Services.

A national study conducted in January 1999 by the General Accounting Office found that most children targeted by federal health care programs like Medicaid have not been screened for lead paint poisoning. Manchester has seen a significant decrease in the number of screenings conducted on 6-17 month old children between 1997-99. This decrease in screening is directly correlated to the loss of funding that reduced/eliminated direct screening activities in the WIC program. New cases of children diagnosed with elevated blood lead levels between 1996-99 was estimated at 212 children according to information provided by the Manchester Health Department and Child Health Services.

In 1995, the Way Home created the Parent Support Program for children with elevated blood lead levels. It is a program designed to provide parents with intensive services for their children that includes medical services and case management from Child Health Services and the Manchester Health Department. The Manchester Health Department refers families with children above the safe level to the Way Home for peer education on reducing exposure to possible lead hazards. The Way Home makes lead safe cleaning supplies available and discusses hazard reduction with property owners. The Manchester Health Department and the Way Home, using a grant from the EPA, conducts visits to families with preschool children living in older apartments in the City. They offer educational support and conduct an analysis of potential lead paint problems. If the results show high exposure to lead dust, the property owner is contacted for education on hazard reduction. Previously only blood tests showing an elevated lead level

triggered action with a housing unit in the City. State law provides for lead paint hazard reduction with interim controls and in-house maintenance practice because it is a more cost-effective method. Staff at the Way Home suggests that the challenge with lead paint abatement is monitoring the maintenance practices so that paint remains stable. The Way Home has also created a lead-safe cleaning company referred to as Healthy Home Services that worked with 20 property owners in 1999 to reduce lead paint hazards. Additionally, the Manchester Health Department provided the City's Building Department with a EPA brochure that is used for educating property owners and the Manchester Health Department has convened a community coalition known as the Greater Manchester Partners Against Lead Poisoning that has assisted in attracting attention to the problem.

### **Barriers to Affordable Housing**

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It is a goal of the City to provide decent housing in accordance with the parameters established by HUD. Towards this end, the City in coordination with various local housing providers, has expended considerable efforts to develop an ability to effect an increase in the number of units of affordable housing in the City. As stated in Manchester's first Consolidated Plan developed in 1995, the City's ability to provide such housing is effected by a number of public (federal, state and local) policies and regulations. Federal and State Rules pertaining to Universal Accessibility, Lead Paint Hazard Reduction, the Environment and Historic Preservation increase both the complexity and the cost of housing projects. Local laws pertaining to zoning, subdivision, regulations, site plan regulations, life safety and building codes and permitting fees contribute to the high cost of housing. All of these have in the past caused developers to forgo attempts at building new housing or rehabilitating existing housing in the City. Oftentimes, developers have noted that compliance with the City's requirements result in an extended development process.

The statutes and regulations administered by various federal programs that were developed for a particular public purpose ultimately affect the cost of housing. For example, maintaining the architectural integrity of buildings is the goal of the Historic Preservation Office. Its reviews frequently require the use of particular materials that are significantly more costly or perhaps not as energy efficient as another type that might not be historically accurate. Regardless of the added cost to maintain the historical integrity of the property, developers are required to comply with the regulations. As example, currently many of the present mill owners who are hesitant to register their buildings with the Historical Register due to regulations that prolong the development process and add to the cost.

Also, federal programs have different regulations governing activities and/or targeting different population groups. Inconsistencies in both local and federal regulations frequently result in unnecessary burdens (and costs) for housing developers and they create difficulties in the management of projects with multiple federal funding sources. To successfully rehabilitate what vacant property may presently be available into affordable housing it frequently takes multiple funding sources, all with various restrictions, guidelines, timetables and reporting. This not only

increases the cost of most projects but it also discourages private/public developers. Compounding the impact of these regulatory requirements is the realization that construction costs have risen dramatically as a result of the strong economy that Manchester, like the Northeast and the rest of the United States is experiencing. Contractors and subcontractors are all extremely busy and can choose not to work on federally funded projects with their associated requirements. Housing providers are finding that even when they are able to attract developers, the costs for the work desired has also risen significantly.

The City also lacks developable open space for the creation of new housing. This results in less upward mobility of higher income groups which does not open up affordable housing spaces for lower income groups.

Regulatory provisions have been enacted to maintain minimal housing quality, public health and safety. The City recognizes that it plays a significant role in controlling the impact development has on the creation of affordable housing in the City. Local regulations that have had an impact on housing costs include:

#### Zoning

Zoning specifies the minimum lot size for new residential development. When lot sizes increase substantially, housing costs also may increase. In general, Manchester's minimum lot size requirements are considerably less restrictive than those in the adjacent communities.

#### Life Safety Code Compliance

The City has established laws intended to ensure the health and safety of residents of Manchester's multi-unit rental properties. Although these laws have been enacted to improve the condition of rental units and compliance with these regulations carries a cost that is eventually reflected in the rental charge. Two laws that have had an impact on the housing stock are the Fire Department's Automatic Sprinkler Ordinance and the Building Department's Code Compliance Ordinance. The City maintains that these programs provide significant protection for tenants in terms of fire safety and minimum apartment conditions.

The sprinkler ordinance requires that multifamily buildings with more than 12 units or greater than 2 stories must be equipped with automatic fire sprinkler systems. Experiences in past affordable housing projects indicate that inclusion of sprinkler systems adds \$1,600 to \$2,500 to the cost per unit.

#### Taxation and Local Policies Contribute to City's Housing Problems

After experiencing erosion of its tax base in the early and mid 90's, Manchester has seen the value of its housing market increase during the past two years. The value of properties dropped significantly as a result of the recession of the early 90's and particularly hard hit was the downtown area and the Central Business District, which continue to experience storefront

vacancies. During the early 1990's the total assessed value of properties in the City decreased over 20%. While the value of property has increased in the past five years, property owners have sought and received property abatements. The result is increased assessed values but less revenue for the City. With the continuation of a strong economy in the past several years expectations are the CBSD will continue to experience growth, but unfortunately, this growth will not translate into increased revenue for several years. Considering this decrease in the tax base the City have been challenged to adopt annual budgets with minimum tax increases even while it has been faced with a need to raise a greater amount of revenue necessary for infrastructure improvements, many of which have been federally mandated.

The Board of Mayor and Aldermen (BMA) has placed an emphasis on actions to bring in additional revenue while discouraging proposals that would take properties off the tax roll. In response, affordable housing providers are required to pay real estate taxes on properties they own. Previously, nonprofit housing developers either paid no taxes or made payments in lieu of taxes (PILOTS). Nonprofit organizations sometimes find that they can not provide housing to low-income individuals at the same time they are paying full taxes and complying with the City's housing regulations. Nonprofit housing providers therefore have to rent their units to a mix of income groups in order to meet operating costs. As a result some of the lowest income families are eliminated from housing that was initially targeted for them and was constructed with public dollars. According to nonprofit housing providers, higher income families pay higher rents that are required to cover taxes and development costs. Locally imposed regulations present yet another barrier. Local housing providers, probably without realizing have had an impact on the ability of the City's lowest income people to obtain permanent housing, have enacted regulations that make certain low-income populations ineligible for housing.

Finally, according to a number of people who attended the public hearings, the private sector has also had an impact on access to affordable housing. Within the last five years an organization was established to provide information to subscribers on the rental history of perspective residents. Information obtained from local housing providers regarding this service was either very positive or very negative. Some believed that this entity offered a service that provided information on applicants for housing that they used to determine eligibility of potential residents. Others felt that the organization did not investigate information fed to them by subscribers of their service. They felt that the information provided was often inaccurate and resulted in families being eliminated from consideration for housing opportunities. NH Legal Assistance agreed, they suggested that often information provided by this landlord service was not accurate and they used as an example staff members whose names appeared on that business' list of questionable tenants because they represented families in legal action against local landlords.

The efforts that the City and others can make to alleviate the above noted barriers to the production of affordable housing are addressed in Chapter 6 of this plan.

## **Fair Housing**

### **An Analysis of Impediments to Fair Housing Choice in Housing and Community Development Programs in the City of Manchester**

Per the requirements of Section 570.601(b) the City has conducted the following analysis to identify any impediments to fair housing that may exist in the City's Housing and Community Development Program and activities, to review pertinent policies and practices, and to develop a plan of action to eliminate or ameliorate conditions that limit fair housing choice.

## **Housing Market Analysis**

### **Areas of Review**

#### **1) Sale or Rental of Housing**

The City of Manchester does not administer or participate in any programs that sell housing in the City nor is it directly involved in the rental of dwelling units. The City does however provide funding through subrecipients for the rehabilitation and acquisition of owner and renter occupied housing. The disbursement of these funds is made in accordance with the requirements of the Fair Housing Act without regard to the applicant's race, age, disability, sex, marital status, familial status, or religion. The recipients of these funds must certify that they will not discriminate in any manner in the renting of their apartments or in the sale of their buildings.

As noted in previous Fair Housing Impediment Analyses, the private sector as represented by the Manchester Board of Realtor's Association had in the past demonstrated their support for the concept of Fair Housing through the signing of the Voluntary Affirmative Marketing Agreement (VAMA) and as active participating members of the local Community Housing Resource Board. Presently, however, neither the Community Housing Resource Board nor the VAMA are in existence. The local Board's support for Fair Housing Practices is now demonstrated through affirmation of the Fair Housing Partnership Agreement executed between HUD and the National

Board of Realtors. The Local Board further shows its support of Fair Housing practices legislation by educating its members about Fair Housing at annual workshops and in particular, its new members at required orientations.

#### **2) Provision of Housing Brokerage Services**

No housing brokerage services are provided by the City. The City has been in contact with the Greater Manchester Board of Realtors Association and has been informed that no complaints against the its members have been made in the past year relating to discriminatory practices in terms of membership, use of its services or facilities and assignment of brokers to an area due to the area's racial or ethnic composition.

### **3) Provision of Financing Assistance for Dwellings**

Financial assistance for dwellings in Manchester is provided through the allocation of Community Development Block Grant, HOME and to a lesser degree, Emergency Shelter Grant monies. These funds are disbursed through the City's Planning and Community Development Department Community Improvement Program and for the past several years the primary recipient of these funds has been Manchester Neighborhood Housing Services (MNHS). This organization is the City's sole Community Housing Development Organization and it has received approximately 3.1 million dollars since 1994. Additional funding has been allocated on a case by case basis to other non-profit housing organizations such as Families In Transition and to a lesser degree the Way Home, Funding is also made available to other non-profit and for profit developers for specific projects.

The MNHS, acting as a subrecipient of the City, administers several housing programs designed to increase the number of units complying with Section 8 Housing Quality Standards thereby providing greater housing choice for Manchester citizenry. MNHS operates a homeowner counseling program, a homeowner rehabilitation program as well as a multi-unit rehabilitation program and also serves as a developer of affordable housing. In the City's FY 2001 budget, \$300,000 of HOME funds has been approved for MNHS while both Families In Transition and The Way Home will also be recipients of federal (HOME and CDBG) funding to create additional housing for their clientele. This will be a new initiative for the Way Home, as previously this Agency only focused on the provision of housing support services. Both of these organizations however, have a demonstrated "track record" of housing advocacy support for the City's lowest income families.

Traditionally, the City housing programs had been targeted to those low-income neighborhoods exhibiting significant signs of blight and deterioration. The initial earlier year efforts of the developing MNHS were exclusively within the boundaries of a targeted inner city (Census Tracts 5, 13, 14, & 15) area on the City's East Side. MNHS has since expanded its " area" of operation into adjacent neighborhoods and on a case by case basis at the request of the City, provides assistance for properties located throughout the City.

Those areas targeted for housing improvement efforts contain the highest concentrations of older housing stock and large multi-unit buildings as well as some of the highest concentrations of low-income residents. They are also home to the City's growing population of minorities and political refugees, although the data from the 1990 Census does not, understandably, reflect their actual numbers. According to the 1990 Census, these areas contain the greatest concentration of Hispanics, (C.T.5 - 9.2%, C.T.14 - 9.8%, C.T.15 - 6.8%) and Blacks (C.T.5 -4.2%), although on

a City wide basis neither of these ethnic groups constitute what would be considered as a significant percentage of the City nor of the minority population as Hispanics make up only 2.1% of the total population and Blacks 1.0%, (the other minority population of note being Asian/Pacific Islanders which make up 1.1% of the population).

The marketing of these programs up until a few years ago had historically been done through articles and advertisements in the local newspaper (the Manchester Union Leader) and by the distribution of informational pamphlets written in English and Spanish. Recent marketing has also occurred at neighborhood meetings conducted by Manchester Neighborhood Housing Services and through the efforts of the City Building Department's Enforcement Division, which informs owners of buildings with code deficiencies about the programs. In response to the noted influx of other ethnic groups, the local housing providers and advocacy groups are now also utilizing interpreters fluent in such languages as Bosnian and Sudanese to assist those groups access the available services.

The City's Housing Enforcement Division coordinates with Manchester Neighborhood Housing Services so as to allow the owners of properties cited for code deficiencies an opportunity to ease the financial strain of code compliance through the receipt of low interest or deferred interest loans.

In an effort to increase the number of homeowners in their designated area of operation the Manchester Neighborhood Housing Services continues to conduct homeowner workshops. These are designed to educate and prepare low-income renters for homeownership by providing them with the abilities and skills needed to purchase and maintain their own home. To assist the graduates of this program with the financial resources to purchase and or repair their new home the Neighborhood Housing Services has a pool of loan funds available. In addition to the City HOME and CDBG funds they have solicited and received the involvement and support of local banks as well as the New Hampshire Housing Finance Authority with a commitment of millions of dollars for home mortgages and rehabilitation loans.

All of the housing program contracts include language prohibiting the recipients of these funds from discriminating in the sale, rental or use of the property. As a requirement of the City's Affirmative Marketing Policy all solicitations for projects to be funded through the HOME Program include the Equal Housing logotype, make note of Fair Housing laws and express the City's desire to promote Fair Housing. Also, all property owners of 5 or more units must agree to make good faith efforts to attract and rent to all eligible persons without discriminating for any purpose.

In terms of the private sector's policies and actions relative to fair lending practices in the making of mortgages and rehabilitation loans to minorities or to certain types of individuals, no perception of discrimination by area banks has been noted by the staff of the two local organizations most in contact with area banks, the Manchester Housing and Redevelopment Authority and Manchester Neighborhood Housing Services. There is also no indication of discrimination based on geographical location. Contact with the State of New Hampshire Human



Rights Commission indicates that no complaints pertaining to housing discrimination in the past year have been received from Manchester residents.

**4) Public policies and actions affecting the approval of sites and other building requirements used in the approval process for the construction of publicly assisted housing.**

**Local Policies:**

Two local regulations that serve to impact on the development of publicly assisted housing are found in the existing Zoning Ordinance that, as noted previously, is presently being updated. The existing ordinance requires two parking places per unit and minimum lot requirements for construction. These two regulations reflect the Planning Board's desire for control over building construction and for density reduction in the more congested areas of the City. These standards, which are uniform citywide had been identified by various affordable housing advocates and developers as an impediments to the creation of additional quality affordable housing.

In order to comply with these requirements, a developer wishing to construct housing on the minimally sized lots found in the inner city would most likely have to acquire a double lot lots increasing the project cost and ultimately the rent to be charged. This policy tended to discourage building construction in the inner city. The City equated decreased building density in these areas with an improvement in the quality of life of the inner city residents. Given the high vacancy rates that existed, the need for additional housing was not an issue. Carrying out this policy resulted in many large substandard problem properties being demolished and replaced with a smaller number of units. Presently, the demands on Manchester's supply of housing have drastically changed with housing vacancy rates near zero and rents escalating upwards. To address the issues that are presently occurring due to the lack of supply of housing Mayor Baines has recently convened a task force with representatives from several City Departments, the Manchester Housing Authority, the State Housing Finance Authority and several private citizens possessing considerable expertise with housing issues.

This task force will be reviewing methods and strategies that will result in an increase in the supply of affordable housing in the City. Although a review of existing City codes and policies was not one of the specific charges of this group any such regulations that have an impact on housing supply will be likely to be reviewed and evaluated with recommendations to the Mayor to follow.

Additional local regulations that may impede or increase the cost of housing are in the form of life safety code requirements such as sprinkler systems for all new buildings of at least two stories and for major rehabilitation projects of three stories or more. The added cost for installation of sprinklers ultimately is reflected in the costs that will be charged for rent which low-income tenants will have to pay.

**5) Administrative Policies Concerning Community Development and Housing Activities which affect opportunities of minority households to select housing inside or outside areas of minority concentration**

As noted previously, the City does not have any areas that can be identified as actual areas of minority concentration relative to the rest of the population in the area. There has been identified however, certain areas that proportionally contain the greatest concentration of Hispanics and Blacks which approximate the areas targeted for increased housing improvement efforts. Relative to the impact that the City's Community Development and Housing Policies have on these groups, the City believes that they are of a positive nature in that they are intended to enhance the quality of their lives in Manchester. In terms of providing funds for housing, the City does not restrict the use of such funds only to certain areas that it wishes to revitalize but rather it allows individuals access to these monies regardless of where they live within the City. The City's policies are focused on maintaining and improving the existing housing stock and increasing the choice for decent and affordable housing both in the areas of minority residence and throughout the City. The housing programs do not result in any permanent displacement of residents in the affected properties. Other Community Development strategies include the provision of support services designed to respond to the impediments that language barriers, low skills, lack of education or training, low income, transportation needs and unfamiliarity of the City have upon these individuals in terms of restricting their housing choices. Mitigating to a degree the need for ownership or access to a personal vehicle for those residents choosing to live or work outside of the central city is the City's public transportation system. The Manchester Transit Authority maintains special routes to accommodate workers employed in the industrial parks located on the peripheral areas of the City.

In addition to the provision of public transportation, the City responds to these other negative influences through financial support provided to two local Hispanic organizations, the Latin American Center and ALPHA, through operational assistance to the Visiting Nurses Association Day Care operation for low income families, through the assistance to Info- Bank, a referral service for all support services operating in the Manchester area, and as noted with assistance to The Way Home which services families at risk of homelessness. The Hispanic organizations provide educational programs and training for facilitated assimilation into the Community and increased job marketability. Their employment provides income that increases their ability to choose housing inside or outside of the inner city areas.

In an effort to educate the public about Fair Housing Issues the City has for several years contracted with New Hampshire Legal Assistance. This organization uses CDBG funds to provide informational pamphlets about Fair Housing and conduct community meetings to inform people about their rights relative to this issue.

**6) Determination of unlawful segregation**

The City is unaware of any determination of unlawful discrimination in this area concerning assisted housing. The Manchester Housing and Redevelopment Authority Fair Housing Officer had as of the time of the development of this analysis, not provided to the City any information regarding record of complaints of such discrimination in publicly assisted housing in the past year. Contact with the HUD Regional Office of Fair Housing has not resulted in the identification of any complaints of alleged discrimination in Manchester occurring in the past year. The New Hampshire Human Rights Office also does not have any record of complaints on file for the same period. While the City was unable to produce information from the above noted governmental organizations regarding any instances of unlawful discrimination in publicly assisted housing, it was able to obtain information from New Hampshire Legal Assistance relative to complaints lodged since last July. The information provided by that organization indicates complaints were received against private owners of rental housing and the Manchester Housing and Redevelopment Authority. According to NHLA twenty-nine complaints have been received since July 1, 1999. The breakdown of complaints is as follows: Race-2 complaints; Mental Disability-8 complaints; Physical Disability- 8 complaints; National Origin- 9 complaints; Age -1 complaint; and Familial Status -2 complaints.

Reviewing the complaints by type indicates that a significant number deal with alleged discrimination due to mental or physical disability with the several of those complaints made against the Manchester Housing and Redevelopment Authority. It is the City's understanding that oftentimes complaints are lodged against the Authority in retaliation for eviction proceedings being brought against the public housing tenant. The staff from NH Legal Assistance indicates that they are usually able to work with the Authority to delay eviction proceedings until such time as the tenant/complainant has found other housing.

Prorated over a twelve - month period the number of complaints reported would represent a decrease over the previous year, which would appear to be an encouraging trend. Discussions however, with the staff from NHLA suggest that the decrease may be due to other reasons. Although the NHLA staff would welcome the credit for their efforts in Fair Housing education and client representation resulting in a decrease they offer that the decrease in numbers reported may be due, in part, to their inability to fund a full-time year round intake person as a result of fiscal constraints. Additionally they suggest that due to the tight housing market, individuals that might have experienced some sort of discrimination are more concerned with finding a decent place to live and do not have the time to pursue the matter.

#### **7) Steps required to overcome the effects of conditions that Limit Fair Housing Choice related to Housing and Community Development Programs and Activities**

In the past the City's review of impediments to Fair Housing identified little if any documented evidence of discrimination as landlords faced with high vacancies could not economically afford to act on their prejudices be they racial or against large families.

It was projected that once the rental and housing market had rebounded instances of discrimination would begin to be identified more frequently particularly as Manchester continues to attract an increasing number of minorities and political refugees. Although there are not documented cases that reflect that this has occurred, conversations with nonprofit affordable housing advocates provide additional information to consider in the identification of existing impediments to fair housing. Presently, with the housing market vacancy rate at near zero, demand for rental units allow a landlord to be quite choosy in selecting a new tenant and also allows for them to charge premium rents for their units. Effectively, this precludes many low-income families, particularly larger families from being able to afford a decent apartment appropriate for their needs. Landlords are able to "pass" on anyone with spotty credit references or histories of conflicts with previous landlords regardless of the reason, for the conflict. They may also elect to rent an apartment to a smaller sized family that will not put the same "wear and tear" on the property as a large family might. Landlords are now seeking to collect the greatest revenue possible for their units and will rent them to those able to pay the desired fees precluding many low and moderate income families and households. As such, with the present market conditions, it is more likely that the most frequent occurrences of discrimination are those based on economics and not ethnic or racial discrimination.

As noted previously, the Mayors' Task Force on Housing will need to address this situation and develop recommendations. It has been noted by one non-profit housing provider that given the present fair market rents, even the City's HOME funded projects do not allow for the units produced to be affordable to the lowest income families without there being Section 8 subsidies included. Since such assistance is limited, there are not many units becoming available that would increase housing choice to those with the lowest limited economic resources. The City has considered the possibility of initiating a local rental voucher program but has not yet allocated any funding. The potential impacts, (financially and otherwise), of such a system will be reviewed during the upcoming months, either by Planning Staff or the Mayor's Housing Task Force.

Language barriers and the resulting inability to easily access information regarding housing opportunities is another obstacle faced by the many new arrivals to this Community. In the past few years Manchester has become the home of many non- English speaking immigrants with over 50 different languages now identified by the Manchester School System as being spoken. This language barrier represents a significant challenge to the City and its efforts to promote fair housing to all its residents. While marketing of most if not all City funded programs are now done using both English and Spanish, many of the other languages are not readily translated with the need for translators becoming preeminent. The City encourages all of the organizations it has Agreements with to carry out programs to take affirmative actions to ensure equal access. The local agencies have utilized a myriad of methods to overcome the language obstacles enlisting the assistance of foreign students attending local universities, as well as using the local International Center and Refugee Center for translation services when needed. The City recognizes the importance of such a support network and will continue to develop its relationship with the appropriate organizations so that the minority groups they represent will be able to more

easily access housing that may be available in an equal and similar fashion to the rest of the community.

Discrimination of persons with disabilities seeking suitable housing is another area that the City has been made aware of and consequently has been addressing. The City's efforts in this regard involves the City ADA Coordinator and Access Manchester, an Aldermanic Committee formed to provide the Board of Mayor and Alderman with recommendations on issues dealing with the disabled community of Manchester. The ADA Coordinator and Access Manchester members have over the past two years conducted several informational workshops regarding the Americans with Disabilities Act as well as providing fair housing education to persons with disabilities. The training provided included the conduction of such workshops at all of the Manchester Housing and Redevelopment Authority's elderly housing complexes. In addition to the educating of the complexes elderly residents, the workshops also provided ADA and Fair Housing to the staff located at each of the sites.

Inasmuch as the Housing Authority has been involved over the past few years in several cases alleging discrimination on the grounds of mental or physical disabilities the City will continue to offer the services of its ADA Coordinator to that organization for education of staff and will as well, seek to have New Hampshire Legal Assistance, under contract with the City, conduct Fair Housing workshops for Housing Authority employees.

In addition to the educating of the public most likely to be the targets of discrimination, the City will also continue to pursue the initiation by NH Legal Assistance, of an informational program aimed at the education of property owners and members of the local Realtor's Board towards Fair Housing issues.

Additionally, the City recognizes that the impediments to Fair Housing are not all attributed to discrimination due to prejudices but also result from barriers created by lack of education regarding Fair Housing, economics, transportation availability etc. Considering these other causes, the City believes it is sufficiently responding to the issue of Fair Housing through its overall Community Improvement Program (CIP). The CIP contains many diverse projects to assist the City's poorest residents obtain jobs, the skills needed for jobs, security deposits to obtain housing, day care for their children, transportation, funding of Access Manchester, health services, homebuying counseling, family and budget counseling etc. All of these projects serve to impact on these other impediments to Fair Housing and create opportunities for equal access to and improved housing choice.

The City concludes, that based on the above identification of the existing impediments to fair housing and contingent upon the fulfillment of the planned noted activities to further Fair Housing in the Community, and as reported on in the Consolidated Annual Performance and Evaluation Report, that satisfactory actions have been made and will continue to be made to affirmatively further fair housing and increase housing choice and opportunities for all city residents.

The City of Manchester, New Hampshire certifies that it will affirmatively further fair Housing in accordance with the Fair Housing Act (42 USC 3601-20) and as required by the Entitlement Grant Regulations for the Community Development Block Grant Program specifically Section 570.601(b).

## **Part Four – Community Development Needs**

(Table 2B can be used to describe needs)

Community development involves a variety of interrelated public and private actions and investments which together shape the physical structure, land use and economy of the City. The major components of community development other than housing and the social service network discussed above include: economic development, the transportation and utility infrastructure, public safety system, education, recreation and other public facilities and programs. It also involves the regulation or management of private development in order to accomplish the overall community development objectives and to protect public health, safety and welfare.

Although not all of the items discussed in this section are eligible for funding under CDBG criteria, they are listed here in order to provide a comprehensive overview of the community development needs of the City.

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### **Part 4 CONTENTS**

**Economic Development**

**Transportation**

**Public Safety**

**Recreation**

**Education**

**Other Public Facilities**

**Managing Development**

**Mandated Investments**

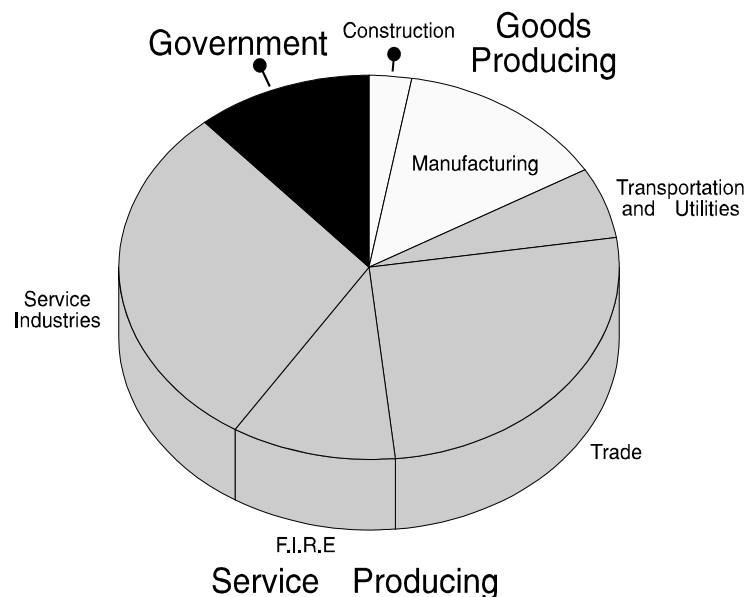
**Regional Issues**

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## Economic Development

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The economic engine of the City has shifted dramatically over the last 50 years from one which was primarily manufacturing based and located in the center of the City, to an economy which is heavily service oriented and now dispersed throughout the City and the suburbs. The following graph shows that approximately 84% of the area's employment is service producing.



The shift from a manufacturing to a service economy and the trend of employment out of the central city are closely tied to the role of the automobile as the primary choice in transportation. These two trends in the local economy have had a tremendous impact on the development of the City and on the economic well-being of its citizens. The central area has seen a general decline and left a core of high density residential that loses much of its rationale for existence with the loss of a concentration of employment and less need to live in close proximity to the workplace. It has also tended to concentrate families and individuals with lower income into the central area.

The loss of jobs out of the City has also had direct effects on City government. Commercial and industrial land values have declined in relation to total land values and combined with the recent recession, have led to a decline in the taxable base of the City. This of course reduces the amount of resources that the City has to deal with many of the problems and the decline has not yet ended.

The general needs for economic development include the following:

- Increasing the number of jobs City-wide.
- Improving the Quality of Life and physical infrastructure of the community to encourage economic development.



- Stabilizing the manufacturing base of the City.
- Insuring that there are locations in the City available for new development.
- Revitalizing the central core of the City.
- Supporting the development of "Start-up" companies and the expansion of growing companies.

## **Transportation**

The transportation of people and goods is critical for local economic development. In addition, transportation routes and their nodes have historically shaped the location and pattern of much of the urban landscape. There are several important transportation and related utility needs in the City:

- Airport access. With the recent completion of the Manchester Airport terminal and resultant growth, the need to improve access to the terminal from the highway system has become more critical. Although the state is now conducting studies for an airport access roadway, funds are not available at this time for a project which could exceed \$100,000,000.
- Downtown highway access. In order to promote the revitalization of the downtown and Millyard, there will have to be additional improvements to the access points from I-293. These primarily include completing the Granite Street interchange and upgrading the Amoskeag interchange. Also of potential is the unused rail line which runs directly between the airport and the downtown. This route could become a key transportation link and should be preserved for this future purpose.
- Street reconstruction and upgrading. Significant investment is required to bring existing roadways up to standards and to provide selected capacity improvements.
- Airport improvements. Although the terminal program has been completed, there is still a need for runway reconstruction, taxiway and other improvements.

## **Public Safety**

The public safety component of community development primarily includes the facilities associated with safety but also to some extent special safety programs. Public safety includes fire fighting and prevention, police protection and crime prevention, health programs and special public safety needs.

The primary facility needs of public safety involve the fire stations, fire engines and police station. There is a need for the construction of two new fire stations and the rehab of several older stations. Replacement of fire fighting equipment is also a significant cost. With respect to the police station, the current facility has run out of room and may require additional space.

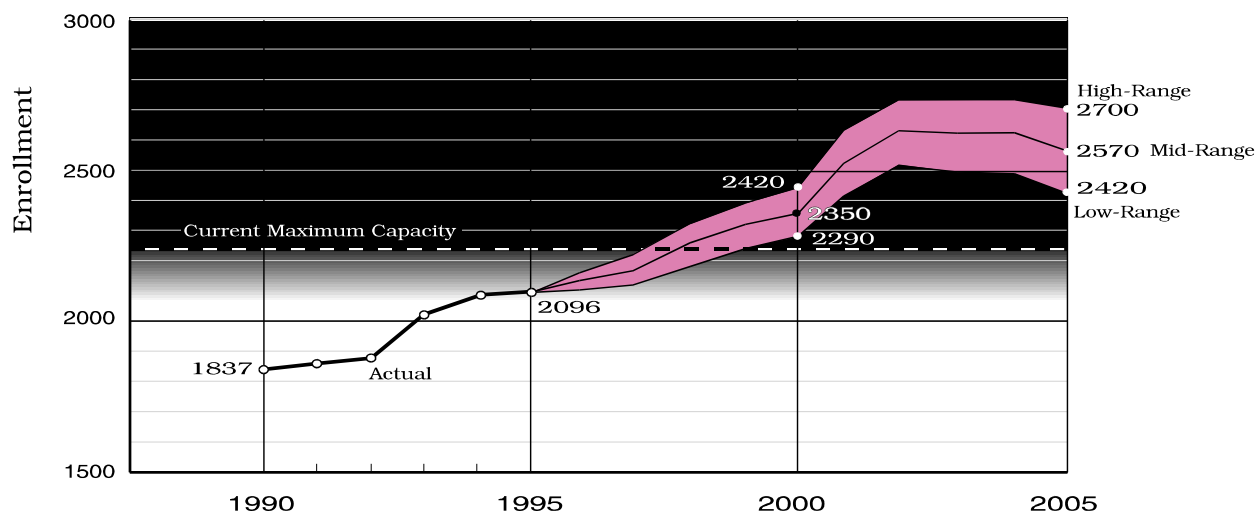
Special public safety needs include the provision of a multi-million dollar city-wide communications system and the need to provide additional sidewalks for pedestrian safety.

As the result of public participation and interaction by the residents of the City, it became indisputable that public safety was a major concern, especially in the inner City. Even though this is not a physical facility, the importance of providing a high degree of visibility to deter crime is viewed as a high priority by the City of Manchester.

## Recreation

The recreational and open space areas of the City provide an important role in the life of the community. The facilities and programs are heavily used and contribute to the quality of life that attracts new commerce.

### Junior High Enrollment Projections



Although there are selected areas that need new or expanded park and recreation facilities, the primary need currently is for the repair and improvement of existing facilities. Since the cost of making these improvements over a park system of 1200 acres is significant and the demands for funds for other immediate needs such as safety, education and mandates are also significant, there are very limited funds to address the park needs.

## Education

The Manchester public school system consists of fifteen (15) Elementary schools, three (3) Junior High schools, three (3) High schools and the School of Technology. In spite of a net outmigration in population over the past four to five years, school enrollments have continued to increase. In the four year period from 1990-1994, total school enrollment increased by 954 students or about 8 percent. The highest increases were experienced by the Junior Highs (13.94%) followed by the Elementary schools (8.93%).

### Enrollment Trends

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The Manchester Planning Department conducted an analysis of future trends in enrollments from 1995-2005. Elementary school enrollments continue to show an increase of 6.52% through 1998 /99 (average annual increase of 2.17%) and then decline through 2005. Junior High enrollments show a steep increase of about 25.7% through 2002 (average annual increase of 3.67%), after which numbers are expected to stabilize. Senior High enrollments show a 25.7% increase from 1996-2005 (average annual increase of 2.86%).

A large portion of the growth in enrollments is expected to be concentrated around the northeast, south and southeast areas of the city, and to a lesser extent, in the northwest section of the city.

The Elementary and Junior High schools are already at or near capacity, and will not be in a position to handle the projected enrollment increases with the existing infrastructure. It is somewhat early to judge whether additional capacity will be required at the Senior High level given uncertainties about tuition students from other communities.

### Proposed School Program

The proposed school program is based upon the recognition that the increases in enrollment must be addressed with limited resources. It focuses on converting the current Junior High system to a Middle school system (grades 6-8). This approach will allow the school system to concentrate on the sectors facing the highest increases and also ease some of the burden on the existing Elementary schools. The program is expected to cost \$11.5 million and consists of three components:

- Module I - Renovations and capacity increases to Hillside & Southside and converting them to Middle schools.
- Module II - Building a new Middle school in the east section of the city to absorb the increasing enrollments in the major growth spots.
- Module III - Renovations and capacity additions to Parkside to bring its capacity to the same

level as Hillside & Southside.

#### Other Public Facilities

The City operates a number of other buildings, facilities and utilities. Of these, the following are some of the major needs facing the City over the next several years:

- **City Departments.** Several City Departments are currently located in facilities that are outdated, insufficient in size or layout, limited in terms of universal accessibility, and require extensive rehabilitation in order to properly provide the citizens of Manchester adequate services.
- **Sewer & Storm Drainage.** Independent of the CSO program described below, there are a number of needs for improvements in the sewer and storm drainage systems in the City to replace and upgrade aging piping, manholes and other facilities.
- **Water Supply & Distribution.** The Manchester Water Works operates the water system for the City and certain surrounding towns. A future need to tap the Merrimack River to supplement the City's primary source - Lake Massabesic - has been identified.
- **Information System.** Although the City has been developing a computer program over the last several years, it is a mix of several different technologies and is not tied into a full network. A commitment is necessary to develop a fully integrated and operational system that will allow the City to operate more efficiently and effectively.

#### **Managing Development**

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In addition to City's programs and investments, the development of the community is shaped by a myriad of private decisions and investments into residential, commercial, industrial and institutional facilities.

Within the legal confines of property rights laws as promulgated in the constitution and state enabling legislation, the City can manage these private land uses through regulations designed to protect the public health, safety, and welfare. The primary tools for accomplishing this include: the Building Code, Zoning Ordinance and Subdivision and Site Plan Regulations.

The Zoning Ordinance is the cornerstone of land use regulation within the City. This document was originally adopted in 1965 and is now antiquated, creating difficulties for the City in managing growth and attracting businesses which were never envisioned at the time. A comprehensive rewriting of the ordinance has been undertaken and is presently under public review prior to adoption. In addition to the Zoning Ordinance, streamlining the regulatory process through automated permit systems and computer networks between departments involved would improve the response time and help attract additional business to the City.

#### **Mandated Investments**

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A considerable portion of the available funds through the CIP over the next several years will be devoted to addressing mandates of the State and Federal legislation. The most significant of the mandated activities include:

- Separation of storm water drainage systems from the sewer system. Currently, a portion of the City's storm drainage system is tied into the sewer system. Although normally all of the outfall from the system is treated at the treatment facility, during certain larger storms a portion of the flows outfalls into the river. The regulations would require total separation at an estimated cost of \$150,000,000, which potentially makes it one of the largest costs facing the City.
- Closure of the sanitary landfill is estimated to cost the City \$13,000,000 over the next two years. Further cost implications will result from the transportation of refuse outside the municipality as projection show costs reaching \$4,000,000 a year for the disposal of the City's rubbish.
- Provision of universal accessibility to City Hall, the Annex, all other city Departments, Schools, sidewalks and other public buildings and facilities.
- Asbestos removal primarily in the school system.
- Replacement and remediation of underground storage tanks.

## **Strategic Vision For Change**

If the City is developing a long-term program for significant changes in its community, has it engaged in a process that will develop a comprehensive vision of its desired future. Does the vision make the community and its target neighborhoods more livable, better functioning, and more attractive. (see HUD Guidance).

### **Barriers To Affordable Housing**

**Narrative included in part 3, must describe CDBG projects that help to remove regulatory barriers to affordable housing.**

### **Neighborhood Revitalization Strategy Area**

**Narrative describing neighborhood revitalization strategy that emphasizes the empowerment of low and moderate income persons will, upon HUD approval allow the City greater flexibility in the use of CDBG funds in the revitalization area.**

### **Specific Housing Objectives**

**Narrative that describes CDBG funded housing objectives.**

### **Identifying Benchmarks**

**Con Plan should reference benchmarks that establish targets on the road to achieving goals and carrying out strategies.**

### **Public Housing Strategies**

**Narrative describing city's efforts to revitalize neighborhoods surrounding public housing projects.**

### **Mapping Data**

**Con Plan must include maps that identify the geographic areas in which concentrations of various housing needs, community development needs and homeless needs and facilities overlap. The location of essential human services, recreational activities and other amenities must be mapped to help illustrate whether existing services and facilities are convenient and accessible to various populations.**

### **Regional Issues**

Several abutting communities were solicited for any comments on community development issues of the City.

The Town of Bedford provided a number of comments related to: sewers and sewage treatment, waste removal, public transportation, schools, airport, public safety, a convention center and regional cooperation.

The Town of Goffstown also commented on emergency services, airport access, water and sewer needs, roadway improvements, public transportation, a civic center, and resource coordination.

The Town of Londonderry reflected upon the need for continued cooperation on all airport issues, the need for sewers and sewage treatment and the need for a comprehensive regional approach to better coordinate services.

### **Needs of Special Populations**

**Narrative describing CDBG activities that benefit special populations.**

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# Annual Action Plan

The Action Plan outlines the yearly program of activities designed to implement the strategies of the Consolidated Plan. It also serves as the Annual Submission and Application to the Department of Housing and Urban Development and as such provides certain required elements.

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## **Part 5 CONTENTS**

**Standard Form 424**

**Other Sources of Funding**

**Activities to be Undertaken**

**Geographic Distribution**

**Program Specific Requirements**

**Overall Community Improvement  
Program**

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## **STANDARD FORMS 424**

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See following pages:

CDBG

HOME and American Dream Down-Payment Initiative

ESG



## KEY STRATEGIES

The allocation of HUD funds for its FY 2004 Program year (City FY 2005) will continue to be based upon the City's Key Strategies identified in the Consolidated Plan. Any variances are a result of the City's desire to react to certain newly identified needs and priorities made known through this year's Community Improvement Program Development Process. An example of such a variance would be the City's decision to reintroduce a citywide Housing Rehabilitation Program (\$100,000 HOME funds). A Housing Rehabilitation Program has not been offered since 2001 and several property owners have requested assistance. The proposed loan program will result in reinvestment in residential properties and increased property values. As a result of the newly funded American Dream Downpayment Initiative, the City will be able to provide additional assistance (\$113,848) to low income families interested in purchasing their own homes. Although, the City has developed a significant number of housing units in the past year (185), the ability to provide quality affordable housing for all of its citizens continues to be a challenge. To meet the challenge, the City has set aside approximately Seventy-one Percent (71%) of its HOME allocation (\$650,000) and \$1,200,000 of Affordable Housing Trust Funds to develop and construct 171 units of affordable rental housing. Manchester has also authorized the allocation of \$50,000 of HOME funds to Manchester Neighborhood Housing Services to be used for the Neighborworks Homeownership Program. \$300,000 of CDBG funding has been earmarked to finance the renovation of the YWCA. The renovation will allow the YWCA to continue to provide social services and 23 units of permanent housing for persons with disabilities. In addition to housing development, the City will utilize approximately \$150,000 of HOME and CDBG funds to support other important housing initiatives including but not limited to the following: transitional Housing, security deposit assistance, lead paint abatement and fair housing legal assistance. According to Manchester's Continuum of Care, the prevention of homelessness and the movement into permanent housing continues to be dependent upon the provision of affordable housing to households with extremely low incomes. Until the number of affordable housing units required to accommodate very low-income households are created or provided, it will be necessary to shelter the homeless. As in years past, the City will continue to use ESG and CDBG funds (\$195,060) to provide support to the homeless. It is the City's intent to leverage these funds for housing and homelessness initiatives with other governmental and private funds so as to provide access to the greatest number of units possible. In conjunction with the Consolidated Plan and the Action Plan, the City continues to work with the Mayor's Task Force on Affordable Housing to implement action strategies.

Consistent with previous year's Action Plans, CDBG funds will continue to be used on projects that promote economic development in the community. Economic development activities specifically targeted to employment training, business incubator and the Destination Manchester Coordinator will receive \$202,300 of the City's \$2,427,463 CDBG entitlement. The investment of traditional entitlement funds has been reduced due in part to the City's utilization of Section 108 funds. In December 2002, the City took the necessary steps to secure \$6.0 million in Section 108 assistance to carry out economic development projects primarily in the Enterprise Zone. To date, approximately \$2,000,000 of these funds have been allocated to projects and efforts that are

intended to expand the tax base, create new job opportunities for Manchester's low income residents and continue with the revitalization of the Central Business District.

As in years past, the City will continue to comply with the American with Disabilities Act (ADA) by eliminating architectural barriers in City Buildings and public infrastructure. This year the Board of Mayor and Alderman has authorized \$375,000 of CDBG funds for projects and activities that will provide the City's disabled residents with access to municipal programs and services.

The City continues to view the Strategy relating to Infrastructure Improvements as a priority. It is the strategy for which the greatest amount of HUD funding has been directed. For this coming year a total of \$630,000 has been designated for improvements to neighborhood parks, streets, and sidewalks. These improvements will improve the aesthetics and living conditions of inner city neighborhoods, provide safe school walking routes, new athletic and passive recreational facilities and efficient and safer driving and walking conditions for the residents of these neighborhoods.

In addition, the City has set aside both CDBG and HOME funds for planning and administration. The Community Improvement program includes funding to update the Community Master Plan (\$50,000 CDBG) and the Parks and Recreation Master Plan (\$45,000). Funding (\$200,000 CDBG & HOME) has also been committed to administer the City's Entitlement Program.

Inasmuch as the priorities and needs of the Community far outweigh the annual HUD entitlement, not all of the key strategies identified within this Action Plan will be addressed through projects funded with HUD entitlement funding. Rather, some of these strategies and activities will be realized through projects and programs that use a variety of non-HUD resources, including local property tax generated dollars, state funding and other federal funds. Not all of the strategies noted are targeted towards activities that strictly benefit low and moderate income City residents. However, the projects that have been designated to receive funding are intended to address a myriad of needs of the Community, these being social and health services, education, recreation, infrastructure, transportation, housing and public safety. While some of these activities are not specifically targeted towards low and moderate-income residents, the resulting impacts from improvements realized will also benefit this segment of Manchester's citizenry. These strategies are contained within this document as the development of the HUD Consolidated Plan and also in the ensuing Annual Action Plan. Both documents are in effect part and parcel of the City's process for the development of the Community Improvement Program Budget. The HUD funded activities represent one element of the entire Community Improvement Program.

As such, the planning and development of the Action Plan occurred within the framework of the Planning Department's Community Improvement Program (CIP) Budget Process. The CIP budget methodology involves the establishment of a priority system of needs that are identified through extensive interaction with other City Departments, Community Agencies and Organizations and citizen input. The information received is documented, reviewed, analyzed and prioritized. The projects deemed to be the most deserving of the funds available are recommended for funding.

The CIP Process is initiated each December with funding requests solicited and received from the above noted entities. Notices regarding the initiation of the process are forwarded to past recipients of funds and a public notices are posted as well as advertised in the local newspaper The Union

Leader. Citywide public participation and input into this process is solicited by the City and realized through Public Hearings and presentations by various organizations seeking funds. This past year, the City conducted three Public Hearings for the development of this year's CIP and HUD Action Plan. These hearings were held on January 21, 2004, at the Manchester West Side Library Center, on January 22, 2004 at the Manchester Community Resource Center, and on April 1, 2004 and April 19, 2004 in the City Hall Aldermanic Chambers.

Taking a proactive approach towards public participation, the City encouraged subrecipients of HUD funds to have the beneficiaries of their programs attend the Public Hearings and provide comments on the proposed programs and activities as well as identify needs of their own. The Planning Department's Staff conducts review of the information gathered through this process. The requests are prioritized in accordance with the overall needs, goals and funding constraints of the CIP Program and the eligibility requirements of HUD. Project requests are matched to appropriate funding sources consistent with their scope, size and eligibility for federal funding.

Preparation of the CIP Budget is the responsibility of the Mayor's Office, which presents the recommended Program to the Aldermanic Board for review, acceptance and approval.

Since the Action Plan is essentially an element of the Community Improvement Program and therefore part of the City Budget Process, the priorities and strategies identified in the Action Plan are reviewed and endorsed by the Mayor's Office. This year the Mayor presented the CIP/Action Plan to the Community Improvement Program Committee on March 30, 2004 and to the full Board on June 1, 2004. As such, all of the projects contained within this Action Plan have been approved by the Board of Mayor and Aldermen for funding or support as part of the CIP.

On April 16, 2004, the thirty-day comment period for the proposed Action Plan as contained herein began, with the final adoption of the CIP/Action Plan approved by the Aldermen on June 1, 2004.

## **STRATEGY 1**

### **HEALTH AND HUMAN SERVICES**

As the economy continues to stagnate, the demands for social services are increasing. In Manchester, the poor economy has negatively impacted the ability of organizations like the United Way to raise funds for community based organizations. Non-profit organizations in the community have experienced a decrease in revenues attributed to fund raising. Additionally, not only are existing agencies seeking additional funding, there has been an increase in the amount of new agencies seeking CIP funds. As a result the demand for CIP funding is greater than ever. Manchester's Board of Mayor and Aldermen has always shown a strong commitment towards support of the City's less fortunate residents who are not financially able to access the various social, medical and other services the average citizen takes for granted and this year will be no exception. CDBG funds used for public services will be maximized at the 15% cap allowed by federal requirements. The City will utilize other sources of local, state and federal funding to fill the gap that the CDBG entitlement is unable to address. Due to the large demand for CIP funding this year, the City was unable to provide funding to all of the non-profits that requested assistance. For City Fiscal Year 05 (HUD FY04) the City will be providing \$347,965 to supplement the \$680,000 of CDBG and ESG funds earmarked for public service type activities. In addition to City funding, Manchester leveraged \$2,084,500 from other federal, state and local sources.

The City's support of agencies and organizations providing such assistance may be somewhat dissimilar or contrary to the often-held view of the common practices of communities within the State of New Hampshire. However, its commitment to a high quality of life for all of its citizens will ultimately also have an economic benefit as it strives to compete with other communities in a competitive market and rapidly changing economy. The quality of life for the workforce and labor pool and the satisfaction of Manchester residents with the community is a factor for companies considering a move to or an expansion of their presence in the City. As Manchester's economic development mission becomes more important than ever the seemingly unrelated strategy of support and assistance to Health and Human Services Agencies is now more important in order to continue economic expansion. The City's ability to provide the basic services necessary to keep people housed, educated and healthy has become an important factor in the effectiveness and success of its economic development strategy which ultimately also impacts on its ability to provide additional services to its citizens not financially able to access such services.

#### **HUD-Assisted Programs:**

Child Health Services Teen Health Clinic –  
\$8,000\*, Agency Leverage \$307,302  
Child Day Care (VNA Services) - \$40,000\*  
Agency Leverage \$1,606,066  
Health Department Center City Disease  
Prevention - \$20,000\*  
Elderly Services Transportation Project –  
\$21,000\*

Health Department Children's Oral Health  
Collaborative - \$10,000\*  
MCHC Pharmaceutical Program\* -  
\$44,000\* Agency Leverage \$30,737  
SNHS Community & Multicultural Services  
- \$22,000\* Agency Leverage -\$99,350  
SNHS Latin American Center Roof Repair –  
\$25,000

Catholic Medical Center/Poisson Dental Services - \$8,000 Agency Leverage \$175,234

Farnum Center Facility Improvements - \$30,000  
Southern NH Area Health Education Center Legal Interpreter Training - \$10,000\*  
MHRA Youth Recreation Program - \$60,000\*  
Girls Inc. Varney Street Building - \$50,000, Agency Leverage \$464,000  
Girls Inc. Girls Center Operations - \$15,000\*, Agency Leverage \$20,000  
YMCA Y.O.U. Program - \$17,000 Agency Leverage- \$120,000  
YWCA Capital Improvements (72 Clinton Street Facility) - \$300,000, Agency Leverage \$1,695,000

\*Public Service Project  
Total funds leveraged by HUD assisted Programs - \$4,517,689

**Non-HUD Funded Program Elements:**

American Red Cross \$11,000, Agency Leverage \$185,391  
Big Brother's One to One Mentoring - \$5,000, Agency Leverage \$225,000  
Child & Family Services Child Care Coordinator - \$19,065 Agency Leverage \$3,000  
Child & Family Services Homemaker Services - \$30,000 Agency leverage \$280,703  
Child Health Services Health Clinic - \$129,000, Agency Leverage \$1,504,912  
City Year NH Manchester Team - \$10,000, Agency Leverage \$80,000  
Office of Youth Services Alcohol & Drug Abuse Prevention - \$40,000  
Office of Youth Services Firesafe Intervention - \$16,500  
Health Department Various Programs (11) - \$2,020,000

MCHC Pharmacy Coordinator - \$13,800 Agency Leverage \$19,263  
International Institute Legal Services - \$10,000 Agency Leverage - \$61,000  
Makin' It Happen Operating Expenses - \$10,000, Agency Leverage - \$254,650  
UNH Cooperative Extension Project - \$5,000, Agency Leverage \$40,064  
Manchester Boys & Girls Club \$30,000, Agency Leverage \$1,588,555  
NH Minority Health Coalition Women to Women Program - \$19,000, Agency Leverage \$30,000  
SNHS Info Bank - \$22,000 Agency Leverage \$26,000  
SNHS Voluntary Action Center - \$12,000 Agency Leverage \$16,200  
St. Joseph Elderly Nutrition Program - \$29,100 Agency Leverage – \$657,930  
Office of Youth Services 6% Incentive Program - \$8,000  
Court Appointed Special Advocates - \$13,000\* Agency Leverage \$12,000

Total funds leveraged by Non-HUD assisted Programs - \$4,984,668.

**Benchmarks:**

Provide childcare services to 325 unduplicated clients.  
Serve 3000 individuals in a low cost pharmaceutical program  
Provide outreach, job training and English education to 1000 Hispanic individuals.  
Provide training and after school activities to 300 youths.  
Medical services will be provided to 900 individuals residing in the Inner City.  
Provide dental care to 35 individuals who cannot afford to access these services.  
Provide dental services to 500 needy children.

**Benchmarks Continued**

Provide social, educational and recreational programs for 165 public housing youth.

Provide comprehensive health care to 750 youth.

Provide elderly citizens with transportation to and from the Senior Center.

Provide interpretation and translation services to 1000 immigrants.

Provide training necessary to certify 20 legal interpreters.

Maintain substance abuse treatment center to serve 320 in-patient clients and 650 out-patients annually.

Upgrade and maintain social service agency resulting in the provision of services to 2900 individuals annually.

## STRATEGY 2

### CENTER CITY NEIGHBORHOOD REVITALIZATION

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The strategy for center city neighborhood revitalization will continue to focus on efforts that are designed to: increase the number of affordable, safe and sanitary housing units in the city; increase the number of jobs available in the center city; provide the appropriate job training to unemployed residents; and effect physical and social improvements that will create and maintain a “livable” environment.

Perfect examples of projects and programs that serve to carry out these strategies include, the City’s Neighborhood Revitalization Program, Citywide Housing Rehabilitation Program, the Municipal Infrastructure Program and the Healthy Home Lead Hazard Control Program. These projects aim to promote Center City revitalization through the elimination of urban blight and substandard conditions, which left unchecked, can lead to the continued deterioration of a neighborhood.

City support to the Manchester Community Resource Center (MCRC) will provide job training and skills enhancement, including ESL and on premises childcare in the center city. Additional support to the Amoskeag Small Business Incubator will encourage continued investment in new jobs. The City’s Destination Manchester Coordinator will continue to work with businesses interested in relocating to the Downtown area in an effort to create jobs for inner city residents. In conjunction with MCRC, the city has provided funding to support a micro-enterprise peer-lending program.

Addressing social/cultural needs in the center city neighborhood, the City will fund operational support for a youth recreation center (PAL) and contribute to a center city art space and community outreach center. The Parks Department will continue to plant trees along streets, in schoolyards, and in local parks collectively improving the environment and living conditions in the City.

#### **HUD-Assisted Program Elements:**

Amoskeag Small Business Incubator -  
\$20,000  
Destination Manchester Coordinator -  
\$87,300 Agency Leverage \$10,800  
Highway Department Municipal  
Infrastructure - \$525,000  
Manchester Community Resource Center –  
Employment Training Program - \$95,000  
Agency Leverage \$175,000

Manchester Community Resource Center  
Childcare Center - \$25,000, Agency  
Leverage \$86,500  
Parks Project Greenstreets - \$5,000  
Agency Leverage \$15,000  
Planning Housing Rehabilitation Program -  
\$100,000, Leverage \$25,000  
Planning Neighborhood Revitalization  
Program - \$10,000, Agency Leverage  
\$10,000  
The Way Home Healthy Home Program -  
\$30,000  
Planning Lead Hazard Control Grant -  
\$895,725 Leverage \$381,804

Total funds leveraged by HUD assisted Programs - \$704,104

**Non-HUD Funded Program Elements:**

Arts Builds Community - \$2,500,  
Agency Leverage \$10,000  
Project Greenstreets - \$15,000  
Destination Manchester Coordinator -  
\$10,800  
Police Department Weed N Seed - \$225,000  
Planning Neighborhood Revitalization  
Program - \$10,000

Total funds leveraged by Non-HUD assisted Programs - \$10,000

**Benchmarks:**

Provide incubator space to 1-2 small businesses resulting in the creation of 3 low/mod jobs.  
Improved streets, sidewalks, lighting, traffic signalization, etc. in CDBG eligible areas.  
Provide lead hazard control assistance to 138 household units.  
Provide employment-related services to 885 individuals from the inner city.  
Provide childcare to 36 inner city families.  
Increase in number of street trees planted by 70 – 80.  
Rehabilitate 10 units of housing occupied by income eligible families.  
Coordinate economic development activities resulting in job creation for low/mod individuals.  
Development of a plan to revitalize two income eligible neighborhoods in the City.



### **STRATEGY 3**

#### **CENTRAL AREA ECONOMIC DEVELOPMENT**

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The ongoing development of an economically viable Central Business District continues to be a high priority in the City of Manchester. In the past few years the City has utilized CIP funds to transform the Downtown into a major destination. The revitalization of the Downtown and the Mill Yard, the availability of the Verizon Wireless Arena as a major venue, future full access to Interstate 293 via the Granite Street Gateway Corridor, connecting the East and the West sides of the City via the Hands Across the Merrimack pedestrian bridge and the proposed development of a AA Baseball stadium in Singer Park has renewed interest in this area and attracted businesses willing to invest in the community.

The programs and projects that have been included as a part of this years CIP will enhance and build upon the improvements that have already made Manchester a destination that people want to visit. Major initiatives this year will include: the continued support of the Convention & Visitors Bureau, the Destination Manchester Coordinator, the reconstruction of the Granite Street Gateway Corridor, the construction of the Hands Across the Merrimack pedestrian bridge, the annual maintenance of the Millyard and the creation of Downtown housing opportunities in the upper stories of the YMCA.

In addition to traditional entitlement funding, the City has secured \$6.0 million in Section 108 assistance to institute a revolving loan fund. To date, approximately \$2.0 million has been invested in projects, leaving \$4.0 million for new projects. The City will utilize Section 108 loan funds to provide financial assistance to eligible firms and organizations to undertake economic development activities. Most of the projects will take place in the Central Business District/Enterprise Community and involve but not be limited to one of the following activities: acquisition of real property, rehabilitation of property, related relocation activities, related clearance, demolition and removal, interest payments and financing costs.

**HUD-assisted Program Elements:**

Amoskeag Small Business Incubator - \$20,000

Destination Manchester Coordinator - \$87,300  
Agency Leverage \$10,800

Total funds leveraged by HUD assisted Programs \$10,800

**Non-HUD Funded Program Elements:**

Intown Building Improvement Program - \$80,000

Intown Manchester Holiday Lighting - \$10,000

Intown Community Concerts - \$29,000

Intown Veterans Park Pavilion

Installation - \$4,000

Convention and Visitor's Bureau - \$100,000,

Agency Leverage \$28,000

Highway Department (Granite Street) - \$1,150,000, (HAM Bridge) -

\$1,000,000, (Downtown Infrastructure) - \$125,000

**Destination Manchester**

Coordinator - \$10,800

For Manchester City Gardens - \$1,800,

Agency Leverage \$2,000

Palace Theatre Trust - \$75,000

Agency Leverage \$1,225,000

Millyard Landscape Revitalization

Committee Annual Maintenance

Program - \$135,000

Traffic Department Parking & Traffic Improvements - \$355,000

Total funds leveraged by Non-HUD assisted Programs - \$1,255,000

**Benchmarks:**

Process 3 Section 108 loans

Provide incubator space to 1-2 small businesses resulting in the creation of 3 low/mod jobs.

Coordinate economic development activities resulting in job creation for low/mod individuals

## STRATEGY 4

### EMERGENCY SHELTER, TRANSITIONAL HOUSING & STRATEGIES FOR THE HOMELESS

All homeless providers that are funded in accordance with this Action Plan are part of a local Continuum of Care designed to provide timely access to important community based services. Employment training, medical care, mental health and substance abuse counseling, housing and other services facilitate an individual's or family's ability to attain and maintain a stable living environment.

As always, local funding will focus on the most vulnerable homeless and those providers that offer a comprehensive approach to homelessness. The City's Emergency Shelter network provides safe, temporary living accommodations for homeless men, women and families. Due to the poor economy and the high cost of housing, the demand for emergency shelter beds continues to increase.

In addition to emergency shelter, case management is provided to facilitate the transition from homeless to permanently housed. Case management services include important linkages with mainstream programs including health, employment, mental health and substance abuse referrals, food and clothing. Shelters serving families include service linkages with other family service providers including childcare, education, immunization, wellness programs and family counseling. Without emergency shelter, the most vulnerable of the homeless would be forced to live on the streets subject to the severity of the elements and potential victimization.

Emergency shelters refer individuals to transitional housing programs when it is determined that there is a high likelihood that the individual or family is prepared to move along the continuum of care to permanent housing. Direct entry to transitional housing is available from community based referral services. Manchester's transitional housing programs are serving single women with children, and single men.

#### **HUD-assisted Program Elements:**

Child and Family Services - Runaway  
Homeless Youth - \$13,400  
Agency Leverage - \$75,500  
Emily's Place (YWCA) – \$12,000  
Agency Leverage – \$116,500  
Families in Transition Capital  
Improvement (Amherst & Spruce Street  
Facilities) – \$45,500 Agency Leverage  
\$5,000  
Helping Hands Outreach Center  
Operational & Capital - \$50,600  
Agency Leverage \$225,830

New Horizons Operational & Capital -  
\$98,160, Agency Leverage \$407,154  
Manchester Emergency Housing  
Operational & Capital - \$18,000  
The Way Home Homeless  
Intervention/Tenant Assistance \$82,000,  
Agency Leverage \$310,000

Total funds leveraged by HUD assisted  
Programs - \$1,139,984

#### **Non-HUD Funded Programs:**

American Red Cross \$11,000,  
Agency Leverage \$185,391

Health Department Homeless Health  
Care - \$340,000  
Families in Transition Operational  
(Spruce Street Facility) \$20,000,  
Agency Leverage \$30,178

Total funds leveraged by Non-HUD  
assisted Programs - \$215,569

**Benchmarks:**

Provide Transitional housing and  
supportive services for 125 men, 9 women  
and 10 children.

Emergency shelters will provide shelter to  
a minimum of 350 men, women and  
children. Serve 744,000 meals per year  
benefiting 600 individuals.

Crisis intervention services to 85 youth at  
risk.

Provide secure housing to 100 women and  
children who are victims of domestic  
violence.

Homeless prevention services will be  
provided to 200 households along with  
tenant assistance provided for 85  
individuals.

## **STRATEGY 5**

### **HOMEOWNERSHIP & AFFORDABLE HOUSING STRATEGIES**

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Two and half years have passed since the Mayor's Task Force on Affordable Housing presented its findings and recommended strategies to the Board of Mayor and Aldermen. During that time, the City has taken great strides to produce a balanced housing market that provides opportunities for all City residents ranging from upscale market rate housing to affordable housing. The Community Improvement Program has included an adequate mix of housing projects that support the business community and the residents by offering options from home ownership to rental housing at costs that are not excessive. The Affordable Housing Strategy identified in the Consolidated Plan is consistent with this policy. The strategy focuses on the need to develop affordable rental units that will accommodate large families and encourage the implementation of homeownership programs for low-income families. Manchester has a long history of utilizing entitlement funds to finance affordable housing initiatives. Through the cooperation of private developers, the Manchester Housing Authority and organizations like Manchester Neighborhood Housing Services, a significant number of affordable rental units and home ownership opportunities have been created in the City.

In the coming year, the City plans to utilize HOME and ADDI funds to develop several housing projects. Those projects will include, but are not limited to the following: a Citywide Housing Rehabilitation Program (10 housing units), MNHS Downpayment & Closing Cost Assistance (11 homeownership units), Second Street Mill (33 rental units), Old Wellington Road Apartments (90 rental units), SNHS Hanover Street Elderly Housing (20 assisted living rental units) and Renaissance 8 (10 to 20 rental units). In addition to developing new projects, the City will benefit from the completion of projects that were initiated in the past. Projects that are currently under construction include the following: Piscataquog River Apartments (150 rental units), Renaissance 7 (30 rental units) and the Gale Home (37 congregate units).

#### **HUD-assisted Program Elements:**

MNHS Neighborworks Homeownership Center - \$50,000,  
Agency Leverage \$576,205  
MNHS Renaissance 7 (rental housing) - \$450,000, Agency Leverage \$4,199,520  
MNHS Renaissance 8 - \$150,000,  
Agency Leverage \$290,000  
MNHS Downpayment Assistance - \$113,848,  
Agency Leverage \$546,000  
NH Legal Assistance Fair Housing - \$8,800  
Agency Leverage \$181,668

Southern NH Services Hanover Street Elderly Housing - \$250,000, Agency Leverage \$2,172,900  
Piscataquog River Apartments - \$600,000, Developer Leverage \$15,000,000  
MHRA Gale Home Congregate Housing - \$650,000 Agency Leverage \$4,200,000  
Old Wellington Road Apartments - \$111,000, Agency Leverage \$11,000,000  
Families In Transition Second Street Mill - \$250,000, Agency Leverage \$5,268,000  
The Way Home Healthy Home Program - \$30,000  
Planning Housing Rehabilitation Program - \$100,000, Leverage \$25,000

Total funds leveraged by HUD assisted Programs - \$43,459,293

**Non-HUD Funded Programs:**

Families In Transition Second Street Mill - \$200,000

Highway Department Old Wellington

Road Improvements - \$100,000

Old Wellington Road Apartments -

\$889,0000, Agency Leverage \$11,000,000

No funds leveraged by Non-HUD assisted Programs

**Benchmarks:**

Provide homeownership education to 270 families resulting in the purchase of 40 homes.

Provide Fair Housing counseling to 60-80 low-income individuals.

Eliminate lead paint hazards in 3 units of housing, allowing for the occupancy of units that had previously been vacant.

Develop 171 units of affordable rental housing.

Rehabilitate ten units of housing occupied by income eligible families.

Provide downpayment assistance to 11 first time homebuyers.

## **STRATEGY 6**

### **IMPROVING UNIVERSAL ACCESSIBILITY IN PUBLIC FACILITIES**

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The City is required under certain Federal (ADA) and State laws and regulations to insure accessibility to public facilities, programs and employment opportunities. It is resolved to take actions to ensure its compliance and fulfill its responsibilities with those regulations. The City had previously undertaken a comprehensive review of its facilities to determine deficiencies with the development of an ADA required Transition Plan.

To date, absent of a formally adopted Transition Plan, the universal accessibility strategy has sought to maximize the impact of the limited funding that has been available for projects. This is done through cooperative efforts between City Departments and an interim needs prioritization strategy. Activities are funded that will first provide access to and into a facility, followed by, funds permitting, eventual full access within the facility. The needs prioritization is being accomplished under the direction of the “Access Manchester Committee”, consisting of City officials and volunteer representatives of Manchester’s disabled community.

Once the Transitional Plan is in place, the City will allocate its financial resources and efforts according to a systematic and comprehensive multi-year plan of accomplishments. Presently, activities contained in this year's Community Improvement Program continue to deal primarily with building the accessibility component through the elimination of architectural barriers.

In addition to these activities however, there will also be funds made available for ADA Coordination.

#### **HUD-assisted Program Elements:**

Planning ADA Compliance (Public and City Buildings) - \$225,000  
Human Resources ADA Compliance Staff Support - \$20,000  
Highway Department Infrastructure ADA Access Improvements - \$100,000  
Manchester Transit Authority ADA Lift Vans - \$30,000, Agency Leverage \$120,000  
Highway Department Municipal Infrastructure Program - \$525,000  
  
Total funds leveraged by HUD assisted Programs - \$120,000

#### **Non-HUD Funded Programs with Accessibility Elements:**

Parks Facilities Improvement Program - \$3,022,312  
Manchester Transit Authority ADA Scheduling Software - \$40,000  
Highway Downtown Infrastructure Repairs - \$125,000  
Highway Public works Infrastructure - \$450,000  
Manchester Transit Authority Passenger Lift Van Replacement - \$120,000

No other funds were leveraged by Non-HUD assisted Programs.

**Benchmarks:**

Provide staff support for one person to ensure City compliance with the Americans with Disabilities Act.

Increase in number of universally accessible public transportation buses – 2

Provide accessible streets and sidewalks in two CDBG eligible neighborhoods.

Increase in number of public facilities accessible – 2 to 3

Increase in number of recreational facilities accessible - 2

Increase in number of accessible curb cuts 60



## STRATEGY 7

### RECREATION

The recreational and open space areas of the City provide an important role in the community and contribute to the quality of life that attracts new families as well as businesses.

Throughout the City there are a number of selected areas that need new or expanded park and recreation facilities. However, given the limited funds available to address park needs, current facilities and programs that are heavily used and in need of repair are given priority. The attention to such facilities in CDBG eligible areas has for many years been accomplished through the expenditure of a significant portion of the City's entitlement grant. This emphasis on recreational facilities in CDBG eligible, (i.e. mainly inner city) areas has resulted in most of the facilities having been improved. As such, the city has committed other sources of funds to improve recreational facilities in other parts of the community. For FY 2005, Manchester will expend \$8 million dollars to improve the following facilities: Raco Theodore Park; Piscataquog River/West Jr. Deb Park; Brown Mitchell Park, Derryfield Park; Piscataquog Rail Trail Park; Clem Lemire Sports Complex and South Manchester Rail Trail.

The strategy for recreation also includes the provision of programmed activities utilizing the City Parks and school recreational facilities. The majority of entitlement funds earmarked for recreation in 2005 will provide recreational opportunities for Manchester's disadvantaged youth.

#### **HUD-assisted Program Elements:**

MHRA Youth Recreation - \$60,000\*  
Parks Recreation Master Plan - \$45,000  
Parks Youth Recreation – \$65,000  
Parks Fun the Sun - \$28,000,  
Agency Leverage \$60,000  
Parks Project Greenstreets – \$5,000,  
Agency Leverage - \$15,000

No other funds were leveraged by HUD assisted Programs.

Parks Deerfield Country Club  
Rehabilitation – \$200,000  
Parks Gill Stadium, and JFK Coliseum  
Rehabilitation's - \$850,000  
Parks Fun In The Sun Program - \$60,000  
Parks Project Greenstreets - \$15,000  
Parks Annual Park Maintenance Program - \$75,000  
Manchester School District Clem Lemire Sports Complex – Memorial High School - \$4,400,000

#### **Non-HUD Funded Program Elements:**

Intown Manchester Community Concerts - \$29,000  
Manchester Boys & Girls Club \$30,000,  
Agency Leverage \$1,588,555  
Parks Facilities Improvement Program - \$3,022,312

Total funds leveraged by Non-HUD assisted Programs - \$1,588,555

#### **Benchmarks:**

Provide youth recreation activities to 1425 children residing in the inner city and public housing.

An up to date Parks & Recreation Master  
Plan

Plant 70 – 80 additional trees.

## STRATEGY 8

### EDUCATION

The activities to be accomplished as part of the City's Education Strategy are 1) an increase in school capacity – particularly at the middle and high school levels; and, 2) major improvements to school facilities. These projects are primarily funded by sources other than HUD funds. To the extent that CDBG dollars will be expended on school facilities, the motivation will be to rectify ADA deficiencies identified as part of the City's Accessibility Strategy.

During the past few years, the Community Improvement Program has prioritized both the expansion of school facilities and the renovation of existing buildings.

In 2003 the City and the School District began to implement a comprehensive school improvement program that was bonded in excess of \$100 million dollars. The project includes additions and other capital improvements designed to bring all Manchester schools up to acceptable standards. Construction is scheduled to be complete in 2006. For FY 2005, the renovation of the Clem Lemire Sports Complex at Memorial High School is a major part of the Community Improvement Program. Upon completion of the \$4.4 million dollar project, the complex will feature a new synthetic field, a 400-meter running track, sports lighting, stadium bleachers, a new parking lot and support buildings.

**Non-HUD Assisted Program Elements:**

Health Department School Based  
Dental Health Services - \$15,000  
Manchester School District Clem Lemire  
Sports Complex – Memorial High School  
– \$4,400,000  
Manchester School District School  
Projects –  
\$10,600,000

No other funds were leveraged by Non-HUD Assisted Programs.

**Benchmarks:**

Improve school recreation facilities –  
Improvements to Clem Lemire Sports  
Complex.  
Provide dental screenings to 3,000  
children in the Manchester school  
system.

## **STRATEGY 9**

### **INFRASTRUCTURE IMPROVEMENTS**

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A planned program providing for adequate maintenance, appropriate improvements and necessary expansion of the City's infrastructure is vital to the City's physical and financial integrity. Systemic identification and resolution of infrastructure defines and ensures that City residents will not be unfairly burdened by the need to address costly emergency repairs or rehabilitation of parks, bridges, roads sewers, parking facilities etc. Through the multi-year Community Improvement Plan infrastructure needs are addressed in a prioritized manner which sequences the improvements so as not to unduly burden the Manchester taxpayer.

In the 2005 CIP infrastructure improvements will be undertaken in the following categories:

Waterworks	Street and Road Improvement and Reconstruction
Sewer	Bridge Repair/ Rehabilitation
Storm Drainage	Sidewalk Construction & Reconstruction
Traffic Control	Parking Garage Improvements
Parks	Public Transportation

#### **HUD-assisted Program Elements:**

Highway Department Infrastructure ADA Access Improvements - \$100,000  
Highway Department Municipal Infrastructure - \$525,000  
Manchester Transit Authority Passenger Lift Van Replacement -\$30,000, Agency  
Leverage \$120,000

Total funds leveraged by HUD assisted Programs - \$120,000

#### **Non-HUD Program Elements:**

Parks Gill Stadium, and JFK Coliseum Rehabilitation's - \$850,000  
Parks Hazardous Tree Removal - \$45,000  
Manchester School District Clem Lemire Sports Complex – Memorial High School - \$4,400,000  
Parks Derryfield Country Club Rehabilitation – \$200,000  
Parks Facilities Improvement Program - \$3,022,312  
Highway Department Public Works Infrastructure Program - \$2,780,000  
Highway Department Chronic Drain - \$30,000  
Highway Department Old Wellington Road Improvements - \$100,000  
Highway Department Annual ROW Maintenance (Resurfacing) - \$550,000  
Highway Department EPD Sewer Projects - \$9,330,000  
Manchester Transit Authority Capital Equipment Replacement (buses) - \$946,000  
Manchester Transit Authority Passenger Lift Van Replacement - \$120,000  
Manchester Transit Authority Computer & Radio Systems Upgrade - \$190,000  
Traffic Department Parking & Traffic Improvements - \$355,000.

No other funds were leveraged by Non-HUD assisted Programs.

**Benchmarks:**

Infrastructure Improvements to include upgrades to inner city streets including Manchester (Maple to Lincoln), Auburn (Chestnut to Maple), Grove

(Pine to Beech), Bell (Pine to Beech), and Central (Pine to Union).

Increase in number of universally accessible public transportation buses – 2

Increase in number of accessible curb cuts 60

## STRATEGY 10

### ECONOMIC DEVELOPMENT

---

The City's strategy to meet the demands for a stronger economic climate and to increase the tax base is consistent with the goals that were identified in the Consolidated Plan.

To achieve the goal of creating a vibrant economic climate and making Manchester a more desirable place to live while meeting the challenges associated with providing services, the City's Economic Development Strategy will continue to emphasize program elements that will:

- Increase the number of quality jobs Citywide.
- Improve the quality of life in the community.
- Revitalize the central core.
- Provide support to companies interested in starting up, relocating or expanding operations in the City.

Economic Development Initiatives this year will include: the Convention & Visitors Bureau, Intown Manchester, the Destination Manchester Coordinator, the reconstruction of the Granite Street Gateway Corridor, the development of a Manchester marketing CD ROM, the Section 108 Loan Program (\$4 million available to finance economic development initiatives that create jobs for low/mod individuals) and the Manchester Economic Development Office Revolving Loan Program.

#### **HUD-assisted Program Elements:**

Destination Manchester Coordinator -  
\$87,300 Agency Leverage \$10,800  
Amoskeag Small Business Incubator -  
\$20,000  
Manchester Community Resource Center  
– Employment Training Program -  
\$95,000 Agency Leverage \$175,000

Total funds leveraged by HUD assisted  
Programs - \$185,800

#### **Non-HUD Assisted Program:**

Intown Building Improvement Program -  
\$80,000  
Intown Manchester Holiday Lighting -  
\$10,000  
Intown Community Concerts - \$29,000

Intown Veterans Park Pavilion Installation  
- \$4,000

For Manchester City Gardens - \$1,800,  
Agency Leverage \$2,000

Palace Theatre Trust - \$75,000

Agency Leverage \$1,225,000

Millyard Landscape Revitalization

Committee Annual Maintenance Program  
- \$135,000

Convention and Visitor's Bureau -  
\$100,000,

Agency Leverage \$28,000

Highway Department (Granite  
Street) - \$1,150,000, (HAM Bridge) -  
\$1,000,000, (Downtown Infrastructure) -  
\$125,000

Destination Manchester Coordinator -  
\$10,800

Total funds leveraged by Non-HUD  
assisted Programs - \$1,255,000

**Benchmarks:**

Process 3 Section 108 loans

Provide incubator space to 1-2 small businesses resulting in the creation of 3 low/mod jobs

Provide employment-related services to 885 individuals from the inner city.

Provide staff support to one person to Coordinate economic development activities resulting in job creation for low/mod individuals.

## **STRATEGY 11**

### **AIRPORT IMPROVEMENTS**

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One of the primary tools in developing a strong economy is the development of a first class airport. Manchester has achieved this goal by implementing a multi-year airport/terminal expansion plan. Since 1996, \$190,000,000 has been expended to construct a state of the art terminal including a 4,500 car-parking garage and access road improvements to accommodate runway expansion as well as increased traffic. As other airports in the country struggled following the events of September 11<sup>th</sup>, the Manchester Airport did not experience an economic decline. In 2005, the City will continue to assist the Airport with future expansion. Although, the City has not allocated funding in the 2005 CIP to finance Airport upgrades, mandated improvements such as baggage screening systems and expansion efforts will continue to be supported by funds from previous years and Federal grants.

**No HUD funds allocated for activities addressing this strategy.**

**No Non-HUD funds allocated for activities addressing this strategy.**



## STRATEGY 12

### TOOLS FOR GOVERNING

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Towards the end of improving the quality of services provided and a reduction in the cost to provide those services the City will be initiating the following projects as part of its 2004 Community Improvement Program. To supplement its existing services, the City has initiated an Americorps VISTA Project. VISTA members are currently involved in a variety of projects including: housing advocacy, pocketbook therapy for seniors, center city neighborhood revitalization, central area economic development, human service delivery systems and homeless veterans residential needs. In the next year, it is anticipated that VISTA members will program support for public health programs, parks and recreation, youth based projects and adult literacy. As in the past, the HUD funds leverage larger commitments of funds from other sources.

#### **HUD-assisted Program Elements:**

Planning ADA Compliance (Public and City Buildings) - \$225,000  
Human Resources ADA Compliance Staff Support - \$20,000  
Planning & Community Development CIP Administration - \$200,000  
Planning & Community Development Initiatives - \$5,000, Agency Leverage \$5,000  
Planning & Community Development Master Plan Update - \$50,000  
Planning & Community Development Special Projects Planner - \$42,000, Agency Leverage \$10,000  
Planning & Community Development Natural Resource Coordinator - \$10,000, Agency Leverage \$15,000

Total funds leveraged by HUD assisted Programs - \$30,000

#### **Non-HUD Funded Program Elements:**

Board of Assessors Revaluation Update - \$250,000  
Human Resources Employee Training & Development - \$45,000  
Planning & Community Development Natural Resource Center - \$15,000

Planning & Community Development Initiatives - \$5,000  
Planning & Community Development VISTA Coordinator - \$25,000  
Highway City Fleet City Motorized Equipment Replacement - \$2,310,000  
Highway Building Maintenance Division Municipal Deferred Maintenance - \$100,000  
Highway Department Building Improvements - \$4,440,000  
Planning & Community Development Special Projects Planner - \$10,000

No funds leveraged by Non HUD assisted Programs

#### **Benchmarks:**

Increase in number of public facilities accessible - 3  
Provide staff support for one person to ensure City compliance with the Americans with Disabilities Act.  
Increase provisions of professional/technical support necessary to develop and carry out citywide plans & strategies and comply with various governmental requirements.  
Provide updates to both the City's Master Plan and Parks and Recreation Master Plan.  
Provide Staff Support to Manage the City's natural resources.

## STRATEGY 13

### PUBLIC SAFETY

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The Public Safety component of the Consolidated Plan primarily includes the facilities associated with safety but also to some extent special safety programs. In light of the ever-present threat of acts of terrorism, public safety cannot be ignored. Initiatives funded as a part of the 2005 Community Improvement Program include Fire Fighting and Prevention, Police Protection and Crime Prevention as well as Homeland Security.

#### **HUD-assisted Program Elements:**

Health Department Center City  
Disease Prevention - \$20,000

Medical services will be provided to  
900 individuals residing in the Inner  
City.

No funds leveraged by HUD assisted  
programs

#### **Non-HUD Funded Program Elements:**

American Red Cross \$11,000  
Agency Leverage - \$185,391  
Health Department Public Health  
Preparedness - \$750,000  
Health Department Public Health  
Services - \$400,000  
Fire Department Comprehensive  
Wellness Matching Grant - \$487,361

Police Department Various  
Programs & Activities - \$993,000  
Police Department Police Station  
Improvements - \$210,000  
Fire Department Fire Station  
Upgrades (South Main Street) -  
\$1,600,000  
Information Systems Public Safety  
Computer Communication System  
Upgrades - \$1,690,000

Total funds leveraged by Non-HUD  
assisted Programs - \$185,391

#### **Benchmarks:**

## **OVERALL COMMUNITY IMPROVEMENT PROGRAM**

The following tables identified as Tables 1- 6 summarize the entire Community Improvement Program for the City of Manchester as currently proposed for Fiscal Year 2006 beginning on July 1, 2005. The Community Improvement Program contains all expected sources of funds from Federal, State and private sources. In many cases, HUD funds are used to leverage larger commitments of funds from other sources. The mix of funds are also identified.

## **Geographic Distribution**

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All funds are proposed to be available citywide with the main focus on the inner city.

- CDBG and HOME funds will be available to all agencies, however all eligibility requirements in regards to income must be adhered to.
- ESG funding, if received, sets specific guidelines as to the allocation.

The following four maps identify the geographic areas in which the primary focus of the activities will be undertaken.

## **Program Specific Requirements**

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The City of Manchester is an entitlement community for Community Development Block Grant (CDBG) funds. The above table estimates the amount of program income and it should be noted that there are no float funded activities included in the plan and there are no revolving loan funds. All program income received in the preceding year has been included in the plan. All surplus or contingency funds have also been included in the plan. There are no known "urgent needs" to be designated by the City. The locations of all projects to be completed with CDBG monies are noted on each page of Table 3, listing of proposed projects.

The Emergency Shelter Grant (ESG) program was not funded for the City of Manchester during fiscal year 2000. It is anticipated that ESG funding will return in the ensuing fiscal years. For this reason we are describing the process and criteria for awarding its grant funds.

The City does not intend to invest HOME funds in any activity or form that is not described in Section 92.205(b) of the HOME regulations.

Once the notification of funding has been issued the City requests proposals from shelter and transitional housing operators. Some monies are used to fund supportive services and homeless prevention activities, while the balance is used for rehabilitation work at the shelters. All proposals are evaluated for compliance with program regulations and for which projects will give the City the best value for its dollar. These monies will complement State resources and allow those in crisis to gain greater access to emergency shelters.



# Certifications & Monitoring

Attachments

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## **Part 6 CONTENTS**

### **General Certifications**

### **Specific CDBG Certifications**

### **Specific HOME Certifications**

### **HOME Recapture Provision**

### **~~ADDI Requirements~~**

### **ESG Certifications**

### **Appendix To Certifications**

### **Monitoring Standards & Procedures**

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## General Certifications

In accordance with the applicable statutes and the regulations governing the Housing and Community Development Plan regulations, the jurisdiction certifies that:

**Citizen Participation --** It is in full compliance and following a detailed citizen participation plan that satisfies the requirements of 24 CFR 91.105.

**Affirmatively Further Fair Housing --** The City continues to affirmatively further fair housing choices and will continue to update its analysis of impediments to fair housing choice within the jurisdiction, take appropriate actions to overcome the effects of any impediments identified through that analysis, and maintain records reflecting that analysis and actions in this regard.

**Anti-displacement and Relocation Plan --** It will comply with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, and implementing regulations at 49 CFR 24; and it has in effect and is following a residential anti-displacement and relocation assistance plan required under section 104(d) of the Housing and Community Development Act of 1974, as amended, in connection with any activity assisted with funding under the CDBG or HOME programs.

**Drug Free Workplace --** It will or will continue to provide a drug-free workplace by:

1. Publishing a statement notifying employees that the unlawful manufacture, distribution, dispensing, possession, or use of a controlled substance is prohibited in the grantee's workplace and specifying the actions that will be taken against employees for violation of such prohibition;
2. Establishing an ongoing drug-free awareness program to inform employees about -
  - (a) The dangers of drug abuse in the workplace;

- (b) The grantee's policy of maintaining a drug-free workplace;
  - (c) Any available drug counseling, rehabilitation, and employee assistance programs; and
  - (d) The penalties that may be imposed upon employees for drug abuse violations occurring in the workplace;
3. Making it a requirement that each employee to be engaged in the performance of the grant be given a copy of the statement required by paragraph 1;
  4. Notifying the employee in the statement required by paragraph 1 that, as a condition of employment under the grant, the employee will -
    - a) Abide by the terms of the statement; and
    - b) Notify the employer in writing of his or her conviction for a violation of a criminal drug statute occurring in the workplace no later than five calendar days after such conviction;
  5. Notifying the agency in writing, within ten calendar days after receiving notice under subparagraph 4(b) from an employee or otherwise receiving actual notice of such conviction. Employers of convicted employees must provide notice, including position title, to every grant officer or other designee on whose grant activity the convicted employee was working, unless the Federal agency has designated a central point for the receipt of such notices. Notice shall include the identification number(s) of each affected grant;
  6. Taking one of the following actions, within 30 calendar days of receiving notice under subparagraph 4(b), with respect to any employee who is so convicted -
    - (a) Taking appropriate personnel action against such an employee, up to and including termination, consistent with the requirements of the Rehabilitation Act of 1973, as amended; or
    - (b) Requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a Federal, State, or local health, law enforcement, or other appropriate agency;
  7. Making a good faith effort to continue to maintain a drug-free workplace through implementation of paragraphs 1, 2, 3, 4, 5 and 6.

**Anti-Lobbying --** To the best of the jurisdiction's knowledge and belief:

1. No Federal appropriated funds have been paid or will be paid, by or on behalf of it, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the



extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement;

2. If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, it will complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions; and
3. It will require that the language of paragraph (n) of this certification be included in the award documents for all sub-awards at all tiers (including subcontracts, sub-grants, and contracts under grants, loans, and cooperative agreements) and that all subrecipients shall certify and disclose accordingly.

**Authority of Jurisdiction --** The consolidated plan is authorized under State and local law (as applicable) and the jurisdiction possesses the legal authority to carry out the programs for which it is seeking funding, in accordance with applicable HUD regulations.

**Consistency with plan --** The housing activities to be undertaken with CDBG, HOME, ESG, and ADDI funds are consistent with the strategic plan.

**Acquisition and relocation --** It will comply with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, and implementing regulations at 49 CFR part 24.

**Section 3 --** It will comply with section 3 of the Housing and Urban Development Act of 1968, and implementing regulations at 24 CFR Part 135.

\_\_\_\_\_  
Signature/Authorized Official

\_\_\_\_\_  
Date

Robert A. Baines, Mayor  
Title

### **Specific CDBG Certifications**

The Entitlement Community certifies that:

**Citizen Participation** -- It is in full compliance and following a detailed citizen participation plan that satisfies the requirements of 24 CFR 91.105.

**Community Development Plan** - Its consolidated housing and community development plan identifies community development and housing needs and specifies both short-term and long-term community development objectives that provide decent housing, expand economic opportunities primarily for persons of low and moderate income. (See CFR 24 570.2 and CFR 24 Part 570).

**Strategy** -- It is following a current consolidated plan (or Comprehensive Housing Affordability Strategy) that has been approved by HUD.

**Use of Funds** -- It has complied with the following criteria:

1. Maximum Feasible Priority. With respect to activities expected to be assisted with CDBG funds, it certifies that it has developed its Action Plan so as to give maximum feasible priority to activities which benefit low and moderate-income families or aid in the prevention or elimination of slums or blight. The Action Plan may also include activities which the grantee certifies are designed to meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community, and other financial resources are not available);
2. Overall Benefit. The aggregate use of CDBG funds including section 108 guaranteed loans during program year(s) July 1, 2004 - June 30, 2005 (a period specified by the grantee consisting of one, two, or three specific consecutive program years), shall principally benefit persons of very low, low and moderate income in a manner that ensures that at least 70 percent of the amount is expended for activities that benefit such persons during the designated period;
3. Special Assessments. It will not attempt to recover any capital costs of public improvements assisted with CDBG funding including Section 108 loan guarantee funds by assessing any amount against properties owned and occupied by persons of low and moderate income, including any fee charged or assessment made as a condition of obtaining access to such public improvements.

However, if CDBG funds are used to pay the proportion of a fee or assessment that relates to the capital costs of public improvements (assisted in part with CDBG funds) financed from other revenue sources, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds.

The jurisdiction will not attempt to recover any capital costs of public improvements assisted with CDBG funds, including Section 108, unless CDBG funds are used to pay the proportion of fee or assessment attributable to the capital costs of public improvements financed from other revenue sources. In this case, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds. Also, in the case of properties owned and occupied by moderate-income (not low income) families, an assessment or charge may be made against the property for public improvements financed by a source other than CDBG funds if the jurisdiction certifies that it lacks CDBG funds to cover the assessment.

**Excessive Force --** It has adopted and is enforcing:

1. A policy prohibiting the use of excessive force by law enforcement agencies within its jurisdiction against any individuals engaged in non-violent civil rights demonstrations; and
2. A policy of enforcing applicable State and local laws against physically barring entrance to or exit from a facility or location which is the subject of such non-violent civil rights demonstrations within its jurisdiction;

**Compliance with Anti-discrimination laws --** The grant will be conducted and administered in conformity with title VI of the Civil Rights Act of 1964 (42 USE 2000d), the Fair Housing Act (42 USE 3601-3619), the Age Discrimination Act of 1975 (42 U.S.C. 6101-6107), Executive Orders 11063, 11625, 12138, 12432 and 12892, Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 794), and implementing regulations.

**Lead-Based Paint --** Its notification, inspection, testing and abatement procedures concerning lead-based paint will comply with §570.608;

**Compliance with Laws --** It will comply with applicable laws.

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Signature/Authorized Official

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Date

Robert A. Baines, Mayor  
Title

### ESG Certifications

The Emergency Shelter Grantee certifies that:

**Major rehabilitation/conversion** -- It will maintain any building for which assistance is used under the ESG program as a shelter for homeless individuals and families for at least 10 years. If the jurisdiction plans to use funds for purposes less than tenant-based rental assistance, the applicant will maintain any building for which assistance is used under the ESG program a shelter for homeless individuals and families for at least 3 years.

**Essential Services** -- It will provide services or shelter to homeless individuals and families for the period during which the ESG assistance is provided, without regard to a particular site or structure as long as the same general population is served.

**Renovation** -- Any renovation carried out with ESG assistance shall be sufficient to ensure that the building involved is safe and sanitary.

**Supportive Services** -- It will assist homeless individuals in obtaining appropriate supportive services, including permanent housing, medical and mental health treatment, counseling, supervision, and other services essential for achieving independent living, and other Federal, State, local and private assistance.

**Matching Funds** -- It will obtain matching amounts required under 576.71 of this title.

**Confidentiality** -- It will develop and implement procedures to ensure the confidentiality of records pertaining to any individual provided family violence prevention or treatment services under any project assisted under the ESG program including protection against the release of the address or location of any family violence shelter project except with the written authorization of the person responsible for the operation of that shelter.

**Homeless Persons Involvement** -- To the maximum extent practicable, it will involve, through employment volunteer services, or otherwise, homeless individual and families in constructing, renovating, maintaining, operating facilities, and providing services assisted through this program.

**Consolidated Plan** -- It is following a current HUD-approved Consolidated Plan or CHAS.

\_\_\_\_\_  
Signature/Authorized Official

\_\_\_\_\_  
Date

Robert A. Baines, Mayor

Title

**Specific HOME Certifications  
(Including ADDI)**

The HOME participating jurisdiction certifies that:

**Tenant Based Rental Assistance** -- If the participating jurisdiction intends to provide tenant-based rental assistance:

The use of HOME funds for tenant-based rental assistance is an essential element of the participating jurisdiction's annual approved housing strategy for expanding the supply, affordability, and availability of decent, safe, sanitary, and affordable housing.

**Eligible Activities and Costs** -- it is using and will use HOME funds for eligible activities and costs, as described in 24 CFR 92.205 through 92.209 and that it is not using and will not use HOME funds for prohibited activities, as described in 92.214.

**Appropriate Financial Assistance** -- before committing any funds to a project, it will evaluate the project in accordance with the guidelines that it adopts for this purpose and will not invest any more HOME funds in combination with other Federal assistance than is necessary to provide affordable housing;

\_\_\_\_\_  
Signature/Authorized Official

\_\_\_\_\_  
Date

Robert A. Baines, Mayor  
Title

## **Appendix To Certifications**

### **INSTRUCTIONS CONCERNING LOBBYING AND DRUG-FREE WORKPLACE REQUIREMENTS:**

#### **A. Lobbying Certification**

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

#### **B. Drug-Free Workplace Certification**

1. By signing and/or submitting this application or grant agreement, the grantee is providing the certification.
2. The certification is a material representation of fact upon which reliance is placed when the agency awards the grant. If it is later determined that the grantee knowingly rendered a false certification, or otherwise violates the requirements of the Drug-Free Workplace Act, HUD, in addition to any other remedies available to the Federal Government, may take action authorized under the Drug-Free Workplace Act.
3. Workplaces under grants, for grantees other than individuals, need not be identified on the certification. If known, they may be identified in the grant application. If the grantee does not identify the workplaces at the time of application, or upon award, if there is no application, the grantee must keep the identity of the workplace(s) on file in its office and make the information available for Federal inspection. Failure to identify all known workplaces constitutes a violation of the grantee's drug-free workplace requirements.
4. Workplace identifications must include the actual address of buildings (or parts of buildings) or other sites where work under the grant takes place. Categorical descriptions may be used (e.g., all vehicles of a mass transit authority or State highway department while in operation, State employees in each local unemployment office, performers in concert halls or radio stations).
5. If the workplace identified to the agency changes during the performance of the grant, the grantee shall inform the agency of the change(s), if it previously identified the workplaces in question (see paragraph five).

6. The grantee may insert in the space provided below the site(s) for the performance of work done in connection with the specific grant:

Place of Performance (Street address, city, county, state, zip code)

Check  X  if there are workplaces on file that are not identified here; The certification with regard to the drug-free workplace required by 24 CFR part 24, subpart F.

7. Definitions of terms in the Nonprocurement Suspension and Debarment common rule and Drug-Free Workplace common rule apply to this certification. Grantees' attention is called, in particular, to the following definitions from these rules:

"Controlled substance" means a controlled substance in Schedules I through V of the Controlled Substances Act (21 U.S.C. 812) and as further defined by regulation (21 CFR 1308.11 through 1308.15);

"Conviction" means a finding of guilt (including a plea of nolo contendere) or imposition of sentence, or both, by any judicial body charged with the responsibility to determine violations of the Federal or State criminal drug statutes;

"Criminal drug statute" means a Federal or non-Federal criminal statute involving the manufacture, distribution, dispensing, use, or possession of any controlled substance;

"Employee" means the employee of a grantee directly engaged in the performance of work under a grant, including: (i) All "direct charge" employees; (ii) all "indirect charge" employees unless their impact or involvement is insignificant to the performance of the grant; and (iii) temporary personnel and consultants who are directly engaged in the performance of work under the grant and who are not on the grantee's payroll. This definition does not include workers not on the payroll of the grantee (e.g., volunteers, even if used to meet a matching requirement; consultants or independent contractors not on the grantee's payroll; or employees of subrecipients or subcontractors in covered workplaces).

## **Monitoring Standards & Procedures**

In 1975 the City of Manchester created the Community Improvement Program as a formal mechanism to deal with the receipt of various types of federal and state grants and programs.

The Community Improvement Program budget integrates the planning and policy considerations of a capital improvement budget with other community needs. Since its inception, the City, through CIP, has applied for and received several major grants both on an entitlement basis and through various competitive processes.

The City has demonstrated a capacity for administering all grants received, either directly or through a designated operating agency. In all cases of project implementation, the operating agency is provided with guidelines that must be followed and that cover all aspects of the project.

All applications for CDBG, HOME, ADDI and if available ESG monies shall be monitored for compliance with the strategy of the Consolidated Plan and all applicable federal, state and local laws and regulations. Compliance with the Consolidated Plan shall be a threshold criterion for all applications. Certificates of consistency with this plan will be only issued after a review of each proposed project has been completed.

In order to ensure compliance by the operating agency, the City Planning Department Community Improvement Program Staff uses its comprehensive project monitoring system to physically monitor construction activities. Through site visits and project progress reports, the CIP staff strives to ensure that all applicable regulations and procedures are complied with by the administering agency/department. A systematic monitoring of the projects further serves to assist the departments and administering agencies through an identification of problems and potential delays, and in the realization of the expected impact of their project within the schedules established at project inception. All HUD funded project Subrecipients shall be monitored a minimum of one time annually.

Grant funds will be requisitioned by the City in a manner designed to meet current cash needs only. It is the City's intent to continue to request a drawdown on the established Letter of Credit on a monthly basis in an amount necessary to reimburse subrecipients for work that is performed and has been verified by both our financial /monitoring staff.

All financial management systems shall be subject to rigorous accounting procedures including an annual audit in the case of CDBG, ADDI and HOME funds and periodic single program audits as currently required by Federal government regulations.

The CIP staff can audit and/or evaluate any CIP program or project if it is deemed necessary by the staff. All records, contracts, invoices and other pertinent material concerning the program or project are subject to on site review and scrutiny.



When the administrators of CIP are audited by outside entities on CIP programs or projects, the administering department or agency is required per contractual agreements to provide supportive information to satisfy these outside requests.

All CIP program and project files must record any evaluation or audit conducted by outside auditors. The evaluation and its outcome must be included in the office file.

The CIP staff's auditing team consists of two Senior Planners, a Planner II and a Planner I who divide the review of projects by certain "areas" as contained in the CIP plan. These areas are: social services; education; public safety; parks and recreation; leisure; housing and community development; transportation; environment and infrastructure; and community management. A variety of funding sources are present in each area and the staff allocate their time depending on the level of accountability required by each funding source.

Monitoring is viewed by the CIP staff as an opportunity to further develop a partnership with the subrecipient or developer. The staff use these visits to discover if there are any phases of the program design that need to be revised. Such visits also offer the chance to lend technical assistance when needed and to further build the capacity of these entities.

Subrecipients and developers are judged on established performance measures that are laid out between the City and these entities through written agreements that establish clear performance milestones. The performance standards define: (1) how progress will be measured; (2) how accomplishments will be rewarded, e.g. continued or expanded funding for the activity, etc.; and (3) how sanctions may be imposed if necessary.

Monitoring is a continuing opportunity to modify and improve the quality of the service delivery system. When warranted, CIP staff establish periodic meetings to evaluate the progress of subrecipients and developers particularly when they undertake new programs and projects on behalf of the City.

Although the CIP program does not have a formal monitoring plan adopted, the collective experience of the staff provides a wealth of knowledge in the area of monitoring. The techniques for monitoring subrecipients are gleaned from hands on experience in the field with a variety of providers. Monitoring visits will be conducted annually and this does not take into account the ongoing meetings with providers to offer technical assistance and input. Interaction of staff with these same providers on a monthly basis as members of various community groups and committees also serves to reinforce our knowledge of their activities.

The CIP staff emphasizes monitoring the new subrecipients who may be unfamiliar with the reporting requirements. These subrecipients ultimately require much more technical assistance due to their unfamiliarity with the system and the unique federal requirements.

### **Long Term Compliance**

In order to ensure the long term compliance of existing and future housing projects that develop within the next twelve months, the City will rely on the staffs knowledge of the requirements

associated with the HOME program so that projects funded directly with City grant monies are viable. Three methods will be used to ensure compliance. They are:

- \* Use of a written Subrecipient Agreement executed between the City and other entities;
- \* Monitoring of projects by CIP staff;
- \* Detailed recordkeeping on a program and project basis.

The Subrecipient Agreement executed between the City and its participating entities will serve as the benchmark for judging all future actions of that entity. Such an agreement will remain in effect for the period of affordability as determined by the amount of funds placed in each project.

As was previously mentioned, at least annually if not semi-annually, the City will monitor the performance of each subrecipient that administers or receives HOME, ADDI, CDBG, etc., funds. In terms of rental housing projects, the City will:

- \* Recertify tenant income;
- \* Review rent and utility allowances;
- \* Conduct on site inspections for compliance with Section 8 Housing Quality Standards (HQS):
  - annually for projects of more than four units;
  - once every two years for projects with 1 to 4 units.
- \* Review of the project owner's compliance with written agreements.

Many of these same procedures are being done by the CIP staff as per the terms of the agreements for the use of Housing Development Action Grant (HODAG) funds. During the late 1980's the City through a private developer and the local housing authority was able to successfully compete for these monies, and two projects were built. The long term monitoring requirements are an inherent function of the CIP office, and such reviews of tenant documentation are conducted on an annual basis.

All subrecipients through the written agreement are required to keep their internal project records for a period of three years. The CIP office also retains project records for a period of three years. Where a period of affordability applies, subrecipients and developers are required to retain the records for three years after the affordability period ends.

Records covering displacement and acquisition are also required to be retained for three years after the date persons who are displaced or three years from when the final acquisition payment is received, whichever is later.

The City of Manchester is an entitlement city and has used a substantial amount of its CDBG grant to fund housing rehabilitation programs. With the inception of Community Improvement Program (CIP) in 1975, the City of Manchester created a formal mechanism for

dealing with the various types of federal and state grants. The CIP budget integrates the planning and policy considerations of a capital improvement budget with other community needs. Since 1975, the City, through CIP, has applied for and received several major grants both on an entitlement basis and through various competitive processes.

The City has demonstrated a capacity for administering all grants received, either directly or through a designated operating agency. In all cases of project implementation, the operating agency is provided with a list of guidelines that must be followed and that cover all aspects of the project.

All applications for CDBG, HOME, ADDI and ESG monies are monitored for compliance with the Consolidated Plan and all applicable federal, state and local laws and regulations. Compliance with the Consolidated Plan shall be a threshold criterion for all applications. Certificates of consistency with the Consolidated Plan will only be issued after vigorous review.

In order to ensure compliance by the operating agency, the CIP office will use its comprehensive project monitoring system to physically monitor construction activity. Through site visits and project progress reports, CIP staff will ensure that all applicable regulations and procedures are complied with by the administering agency/ department. The systematic monitoring of the projects further serves to assist the departments, through identification of problems and potential delays, in realizing the expected impact of the project within the schedules established at project inception.

Grant funds will be requisitioned by the City in a manner designed to meet current cash needs only. It is our intent to request a drawdown on the established Letter of Credit on a monthly basis to reimburse subrecipients for work performed and verified by both our financial and monitoring staff.

All financial management systems shall be subject to rigorous accounting procedures including an annual audit in the case of CDBG, HOME and ESG funds and periodic single program audits as currently required by federal government regulations.

The CIP staff can audit and/or evaluate any CIP program or project if it is deemed necessary by the staff. All records, contracts, invoices and other pertinent material concerning the program or project is subject to on site scrutiny. When the administrators of CIP are audited by outside entities on CIP programs or projects, the administering department or agency is required to provide supportive information to satisfy these outside requests.

All CIP program and project files must record any evaluation or audit conducted by outside auditors. The evaluation and its outcome must be included in the office file.

As a part of ongoing monitoring of entitlement funded activities, the City of Manchester has always evaluated the performance of City Departments as well as its subrecipients. The City's existing performance measurement system evaluates compliance with the 2000 – 2005 Consolidated Plan, monitors expenditure rates on a project-by-project basis, evaluates resources leveraged by entitlement funding, measures project outputs in terms of beneficiaries and/or quantity of improved public infrastructure and compares the performance of subrecipients to the performance of other subrecipients. In accordance with CPD Notice 03-09, beginning in FY 04-05 the City of Manchester will document the performance of City Departments and Subrecipients by utilizing the Performance Measurement System that is outlined below:

**City of Manchester  
H.U.D. Entitlement Program  
Performance Measurement System**

1. **Project Name –**
2. **CIP # -**
3. **IDIS # -**
4. **Goal - The project or program is consistent with the following Consolidated Plan goal –**
5. **Inputs – Resources dedicated to the Program –**
6. **Activities – What the program does with the inputs to fulfill its mission –**
7. **Outputs**
  - a. **Expected units of accomplishment upon completion of project –**
  - b. **Actual units of accomplishment upon completion of project –**
  - c. **Total per unit cost of accomplishment –**
  - d. **HUD funding per unit cost of accomplishment –**
  - e. **Expected time of performance (months) –**
  - f. **Actual time of performance (months) –**
8. **Outcomes – Describe the benefits that have resulted from the program  
HOME - 24 CFR 92.254 –Qualification As Affordable Housing Homeownership –  
Recapture Provision**

In accordance with 24 CFR 92.254 of the HOME program requirements, the City of Manchester shall impose one of the recapture requirements outlined in 24 CFR 92.254

(a.)(5)(ii)(A)(1-3) (referenced below) or it's own recapture requirement approved by the DHUD, to ensure that the City recoups all or a portion of the HOME assistance to the homebuyers, if the housing does not continue to be the principal residence of the assisted low income family for the duration of the period of affordability determined by the City of Manchester. At a minimum the affordability period shall meet the requirements referenced in 24 CFR 92.254 (a.)(4) (referenced below). The recapture requirement shall be implemented in the form of a deed restriction that runs with the land for the duration of the affordability period.

24 CFR 92.254 (a.)

4. Periods of affordability. The HOME-assisted housing must meet the affordability requirements for not less than the applicable period specified in the following table, beginning after project completion. The per unit amount of HOME funds and the affordability period that they trigger are described more fully in paragraphs (a)(5)(i) (resale) and (ii) (recapture) of this section.

Minimum period of Homeownership assistance HOME amount per-unit affordability in years

Under \$15,000	5 Years
\$15,000 to \$40,000	10 Years
Over \$40,000	15 Years

5. Resale and recapture. To ensure affordability, the participating jurisdiction must impose either resale or recapture requirements, at its option. The participating jurisdiction must establish the resale or recapture requirements that comply with the standards of this section and set forth the requirements in its consolidated plan. HUD must determine that they are appropriate.
- (ii) (i) Recapture. Recapture provisions must ensure that the participating jurisdiction recoups all or a portion of the HOME assistance to the homebuyers, if the housing does not continue to be the principal residence of the family for the duration of the period of affordability. The participating jurisdiction may structure its recapture provisions based on its program design and market conditions. The period of affordability is based upon the total amount of HOME funds subject to recapture described in paragraph (a)(5)(ii)(A)(5) of this section.

The following options for recapture requirements are acceptable to HUD. The participating jurisdiction may adopt, modify or develop its own recapture requirements for HUD approval.

1. Recapture entire amount. The participating jurisdiction may recapture the entire amount of the HOME investment from the homeowner.
2. Reduction during affordability period. The participating jurisdiction may reduce the HOME investment amount to be recaptured on a prorata basis for

the time the homeowner has owned and occupied the housing measured against the required affordability period.

3. Shared net proceeds. If the net proceeds are not sufficient to recapture the full HOME investment (or a reduced amount as provided for in paragraph (a)(5)(ii)(A)(2) of this section) plus enable the homeowner to recover the amount of the homeowner's down payment and any capital improvement investment made by the owner since purchase, the participating jurisdiction may share the net proceeds. The net proceeds are the sales price minus loan repayment (other than HOME funds) and closing costs. The net proceeds may be divided proportionally as set forth in the following mathematical formulas:

$$\frac{\text{HOME Investment}}{\text{HOME Investment} + \text{Homeowner Investment}} \times \text{Net Proceeds} = \text{HOME amount to be recaptured}$$

$$\frac{\text{Homeowner Investment}}{\text{HOME Investment} + \text{Homeowner Investment}} \times \text{Net Proceeds} = \text{Amount to Homeowner}$$

If the participating jurisdiction will receive funding under the American Dream Downpayment Initiative (ADDI), it must include: (A) a description of the planned use of the ADDI funds; (B) A plan for conducting targeted outreach to residents and tenants of public and manufactured housing and to other families assisted by public housing agencies, for the purposes of ensuring that the ADDI funds are used to provide downpayment assistance for such residents, tenants, and families; and (C) a description of the actions to be taken to ensure the suitability of families receiving ADDI funds to undertake and maintain homeownership. The following narrative describing the non-profit that will utilize ADDI funds to offer a downpayment assistance program addresses the previously mentioned requirements.

### **Manchester Neighborhood Housing Services, Inc.**

Manchester NHS is the only approved HUD counseling agency in Manchester, NH, which is a community of over 107,000 people (2000 Census Tract, Manchester, NH) The counseling and education services offered through the NeighborWorks® HomeOwnership Center of Manchester are open to the general public, offered free of charge and have provided service to over 2200 households since 1994. The direct beneficiaries of the housing counseling services are individuals and families who are at or below 80% of area median family income. A large percentage of our clients are single mothers, immigrants, and the “working poor” who dream of owning their own home. There are 3,143 disabled non-institutionalized persons 5 years or older in Manchester (2000 Census Tract).

Strategies to attract participants in housing counseling are accomplished through several methods. MNHS will continue to utilize our proven outlets for free and low-cost advertising, including free cable television and radio public service announcements, free community bulletin board sections of local and statewide newspapers. MNHS has a web-site at [www.mnhs.net](http://www.mnhs.net).

In addition, targeted mailings will be sent to tenants living in the affordable housing projects developed by MNHS, which currently stands at 175 units. MNHS will continue to conduct specific mailings throughout MNHS’ original target neighborhood. Additionally, we will offer our housing counseling programs, specifically Home Buyer Financial Fitness Clubs to the section 8/affordable housing network through 2 local housing section 8 administrators. Also, MNHS will survey and market post educational workshops to households who have financed homes through MNHS and households who have received educational services through MNHS and financed home with other lenders. Post Purchase workshops are required for Section 8 households who have received mortgage loans through MNHS and New Hampshire Housing Finance Authority.

Manchester NHS has cultivated relationships with local organizations such as: The Latin American Center, the Alliance for the Progress of Hispanic Americans and the International Institute. The NHS has worked with these agencies to promote and market the Home Ownership Seminars in English, Spanish and Vietnamese. The NHS has utilized translators and volunteers from other non-profit agencies and the business community for housing counseling purposes. In addition, the NHS offers home ownership training materials in multiple languages.

In 2003, “A Way to a Better Living” (AWTBL) and MNHS started meeting to develop an innovative partnership to expand the financial literacy services to the disabilities community. AWTBL is a grassroots group composed of persons with disabilities and representatives of community organizations who have come together to address the financial problems facing persons with disabilities in Manchester. AWTBL started **Financing with Finesse (FWF)** to address the financial problems facing persons with disabilities.

The joint venture leverages AWTBL’s ties with the disabled community and proficiency with disability issues with MNHS’ financial literacy expertise.

The new joint venture will:

- Integrate disable individuals into MNHS more extensive financial literacy offerings;
- Add benefits counseling to the menu of MNHS’ services;
- Develop a new IDA program for the disabled community
- Include focused outreach to the disabled community.

In 2003, MNHS was approved as a New Hampshire Housing Finance Authority Voucher Assistance Mortgage Lender. Many counseling clients are Section 8 voucher recipients and are working towards purchasing a home using the Section 8 to Home Ownership Option. On March 9, 2004, MNHS has created a partnership with Manchester Housing and Re-Development Authority (MHRA) to work together to offer the home ownership option to this under-served population. MHRA estimates that 50 Home Ownership Voucher Program participants will be referred to MNHS within a one year time frame with the understanding that participants will receive pre and post purchase counseling and one-on-one counseling. MNHS will provide program orientations to MHRA clients and offer the Home Ownership Seminars and Financial Fitness Training free of charge. Staff at MNHS has received training from the New Hampshire Community Loan Fund’s “Cooperative (Manufactured) Home Loan Program”. The Cooperative Home Loan Program Provides loans and counseling to manufactured housing clients in the Greater Manchester Area and Statewide.

The American Dream Downpayment Initiative will be marketed through MNHS’s Home Ownership Education Programs and to eligible first time home buyers interested in purchasing a single family home.

## **Attachments**

- **Comprehensive Grant Program**
- **Definitions**

## **GENERAL DEFINITIONS USED IN THE CONSOLIDATED PLAN**



***Affordable Housing:*** Affordable housing is generally defined as housing where the occupant is paying no more than 30 percent of gross income for gross housing costs, including utility costs.

***AIDS and Related Diseases:*** The disease of acquired immunodeficiency syndrome or any conditions arising from the etiologic agent for acquired immunodeficiency syndrome.

***AIDS Service Organization:*** An organization that serves clients with full blown cases of AIDS

***Alcohol/Other Drug Addiction:*** A serious and persistent alcohol or other drug addiction that significantly limits a person's ability to live independently.

***Areas of Low Income Concentration:*** Any Census Tracts in which at least 51% of the total population have incomes less than 80% of the City's median income as defined in the 1990 Census.

***Areas of Racial/Ethnic Concentration:*** Any Census Tracts in which at least 25% of the total population is of a specific race or ethnic group.

***Assisted Household or Person:*** For the purpose of identification of goals, an assisted household or person is one which during the period covered by the annual plan will receive benefits through the Federal funds, either alone or in conjunction with the investment of other public or private funds. The program funds providing the benefit(s) may be from any funding year or combined funding years. A renter is benefited if the person takes occupancy of affordable housing that is newly acquired, newly rehabilitated, or newly constructed, and/or receives rental assistance through new budget authority. An existing homeowner is benefited during the year if the home's rehabilitation is completed. A first-time homebuyer is benefited if a home is purchased during the year. A homeless person is benefited during the year if the person becomes an occupant of transitional or permanent housing. A non-homeless person with special needs is considered as being benefited, however, only if the provision of supportive services is linked to the acquisition, rehabilitation, or new construction of a housing unit and/or the provision of rental assistance during the year. Households or persons who will benefit from more than one program activity must be counted only once. To be included in the goals, the housing unit must, at a minimum, satisfy the HUD Section 8 Housing Quality Standards (see 24 CFR section 882.109).

***Committed:*** Generally means there has been a legally binding commitment of funds to a specific project to undertake specific activities.

***Consistent with the Consolidated Plan:*** A determination made by the jurisdiction that a program application meets the following criterion: The Annual Plan for that fiscal year's funding indicates the jurisdiction planned to apply for the program or was willing to support an application by another entity for funds.

*Continuum of Care:* Policies designed to address the critical problem of homelessness that include a coordinated community-based process of identifying needs and building a system to address those needs. The approach is predicated on the understanding that homelessness is not caused merely by a lack of shelter, but involves a variety of underlying, unmet needs -- physical, economic, and social.

***Cost Burden > 30%:*** The extent to which gross housing costs, including utility costs, exceed 30 percent of gross income, based on data published by the US.. Census Bureau.

***Cost Burden > 50% (Severe Cost Burden):*** The extent to which gross housing costs, including utility costs, exceed 50 percent of gross income, based on data published by the US. Census Bureau.

***Disabled Household:*** A household composed of one or more persons at least one of whom is an adult (a person of at least 18 years of age) who has a disability. A person shall be considered to have a disability if the person is determined to have a physical, mental or emotional impairment that: (1) is resided in a home owned by the spouse.

***Economic Independence and self-sufficiency Programs:*** Programs undertaken by Public Housing Agencies (PHAs) to promote economic independence and self-sufficiency for participating families. Such programs may include Project Self Sufficiency and Operation Bootstrap program that originated under earlier section 8 rental certificate and rental voucher initiatives, as well as the Family self-sufficiency program. In addition, PHAs may operate locally-developed programs or conduct a variety of special projects designed to promote economic independence and self-sufficiency.

***Elderly Household or Senior Household:*** A family in which the head of household is at least 65 years old.

***Extremely Low Income:*** Families whose income is between 0-30 percent of the median income for the area, as determined by HUD, with adjustments for smaller and larger families, except that HUD may establish income ceilings higher or lower than 30% of the median for the area on the basis of HUD's findings that such variations are necessary because of prevailing levels of constructions costs or fair market rents or unusually high or low family incomes.

***Family:*** A household comprised of at least two people, two of which are related, whose head of household is not a senior.

***Family Self Sufficiency (FSS) Program:*** A program enacted by section 554 of the National Affordable Housing Act which directs Public Housing Agencies to use section 8 assistance under the rental certificate and rental voucher programs, together with public and private resources to provide supportive services to enable participating families to achieve economic independence and self sufficiency.

***First Time Homebuyer:*** An individual or family who has not owned a home during the three year period preceding the HUD-assisted purchase of a home that must be used as the principal residence of the homebuyer.

***FmHA:*** The Farmers Home Administration, or programs it administers.

***For Rent:*** Year round housing units which are vacant and offered/available for rent. (U.S. Census definition)

***For Sale:*** Year round housing units which are vacant and offered/available for sale only. (U.S. Census definition)

***Frail Elderly:*** An elderly person who is unable to perform at least 3 activities of daily living (i.e., eating, dressing, bathing, grooming, and household management activities). (See 24 CFR 889.105.)

***Group Quarters:*** Facilities providing living quarters that are not classified as housing units. (U.S. Census definition). Examples include: prisons, nursing homes, dormitories, military barracks, and shelters.

***HOME:*** The HOME Investment Partnerships Program, which is authorized by Title II of the National Affordable Housing Act.

***Homeless Family:*** Family that includes at least one parent or guardian and one child under the age of 18, a homeless pregnant woman, or a homeless person in the process of securing legal custody of a person under the age of 18.

***Homeless Individual:*** An unaccompanied youth (17 years or younger) or an adult (18 years or older) without children.

***Homeless Youth:*** Unaccompanied person 17 years of age or younger who is living in situations described by terms “sheltered” or “unsheltered”.

***HOPE 1:*** The HOPE for Public and Indian Housing Homeownership Program, which is authorized by Title IV, Subtitle A of the National Affordable Housing Act.

***HOPE 2:*** The HOPE for Homeownership of Multifamily Units Program, which is authorized by Title IV, Subtitle B of the National Affordable Housing Act.

***HOPE 3:*** The HOPE for Homeownership of Single Family Homes Program, which is authorized by Title IV, Subtitle C of the National Affordable Housing Act.

***Household:*** One or more persons occupying a housing unit (U.S. Census definition). See also “Family”.

**Housing Problems:** Households with housing problems include those that: (1) occupy units meeting the definition of Physical Defects; (2) meet the definition of overcrowded; and (3) meet the definition of cost burden greater than 30%.

**Housing Unit:** An occupied or vacant house, apartment, or a single room (SRO housing) that is intended as separate living quarters. (U.S. Census definition)

**Inadequate Plumbing:** A housing unit which lacks complete plumbing for exclusive use, as defined by the US Census as follows: 1) all three specified plumbing facilities (hot and cold piped water, a flush toilet, and a bathtub or shower) are present inside the unit, but are also used by another household; 2) some but not all the facilities are present; or 3) none of the three specified plumbing facilities is present.

**Institutions/Institutional:** Group quarters for persons under care or custody. (U.S. Census definition)

**Investor Owned Properties:** Properties that contain rental units.

**Large Related:** A household of 5 or more persons which includes at least one person related to the householder by blood, marriage or adoption.

**Lead-Based Paint Hazard:** Any condition that causes exposure to lead from lead contaminated dust, lead-contaminated soil, lead-contaminated paint that is deteriorated or present in accessible surfaces, friction surfaces, or impact surfaces that would result in adverse human health effects as established by the appropriate Federal agency. (Residential Lead-Based Paint Hazard Reduction Act of 1992 definition.)

**LIHTC:** (Federal) Low Income Housing Tax Credit.

**Low-Income:** Families whose incomes do not exceed 50% of the median income for the area, as determined by HUD with adjustments for smaller and larger families, except that HUD may establish income ceilings higher or lower than 50 percent of the median for the area on the basis of HUD's findings that such variations are necessary because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes. NOTE: HUD income limits are updated.

**Middle Income:** Households whose incomes are between 81 and 95 percent of the median income for the area, as determined by HUD with adjustments for smaller and larger families, except that HUD may establish income ceilings higher or lower than 95 percent of the median for the area on the basis of HUD's findings that such variations are necessary because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes. NOTE: HUD income limits are updated.

**Moderate Income:** Households whose incomes are between 51 percent and 80 percent of the median income for the area, as determined by HUD, with adjustments for smaller or larger families, except that HUD may establish income ceilings higher or lower than 80 percent of the median for the area on the basis of HUD's findings that such variations are necessary

because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes. (This definition is different than that for the CDBG Program.)

***Multi-Family Property:*** A structure containing more than one housing unit.

***Non-Elderly Household:*** A household which does not meet the definition of “Elderly Household.” As defined above

***Non-Homeless Persons with Special Needs:*** Includes frail elderly persons, persons with AIDS, disabled families, and families participating in organized programs to achieve economic self-sufficiency.

***Non-Institutional:*** Group quarters for persons not under care or custody. (U.S. Census definition used)

***Occupied Housing Unit:*** A housing unit that is the usual place of residence of the occupant(s).

***Other Household:*** A household of one or more persons that does not meet the definition of a Small Related household, Large Related household or Elderly Household.

***Other Income:*** Households whose incomes exceed 95 percent of the median income for the area, as determined by the Secretary, with adjustments for smaller and larger families.

***Other Vacant:*** Vacant year round housing units that are not For Rent or For Sale. This category would include Awaiting Occupancy or Held.

***Overcrowded:*** A housing unit containing more than one person per room. (U.S. Census definition)

***Owner:*** A household that owns the housing unit it occupies. (U.S. Census definition)

***Physical Defects:*** A housing unit lacking complete kitchen or bathroom facilities (U.S. Census definition). Jurisdictions may expand upon the Census definition.

***Primary Housing Activity:*** A means of providing or producing affordable housing such as rental assistance, production, rehabilitation or acquisition that will be allocated significant resources and/or pursued intensively for addressing a particular housing need. (See also, “Secondary Housing Activity”.)

***Project-Based (Rental) Assistance:*** Rental Assistance provided for a project, not for a specific tenant. Tenants receiving project-based rental assistance give up the right to that assistance upon moving from the project.

***Public Housing CIAP:*** Public Housing Comprehensive Improvement Assistance Program.

***Rent Burden > 30% (Cost Burden):*** The extent to which gross rents, including utility costs, exceed 30 percent of gross income, based on data published by the U.S. Census Bureau.

***Rent Burden > 50% (Severe Cost burden):*** The extent to which gross rents, including utility costs, exceed 50 percent of gross income, based on data published by the U.S. Census Bureau.

***Rental Assistance:*** Rental assistance payments provided as either project-based rental assistance or tenant-based rental assistance.

***Renter:*** A household that rents the housing unit it occupies, including both units rented for cash and units occupied without cash payment of rent. (U.S. Census definition)

***Renter Occupied Unit:*** Any occupied housing unit that is not owner occupied, including units rented for cash and those occupied without payment of cash rent.

***Rural Homelessness Grant Program:*** Rural Homeless Housing Assistance Program, which is authorized by Subtitle G, Title IV of the Stewart B. McKinney Homeless Assistance Act.

***Secondary Housing Activity:*** A means of providing or producing affordable housing such as rental assistance, production, rehabilitation or acquisition that will receive fewer resources and less emphasis than primary housing activities for addressing a particular housing need. (See also, “Primary Housing Activity”.)

***Section 215:*** Section 215 of Title II of the National Affordable Housing Act. Section 215 defines “affordable” housing projects under the HOME program.

***Service Needs:*** The particular services identified for special needs populations, which typically may include transportation, personal care, housekeeping, counseling, meals, case management, personal emergency response, and other services to prevent premature institutionalization and assist individuals to continue living independently.

***Severe Cost Burden:*** See Cost Burden > 50%.

***Severe Mental Illness:*** A serious and persistent mental or emotional impairment that significantly limits a person’s ability to live independently.

***Sheltered:*** Families and persons whose primary nighttime residence is a supervised publicly or privately operated shelter, including emergency shelters, transitional housing for the homeless, domestic violence shelters, residential shelters for runaway and homeless youth, and any hotel/motel/apartment voucher arrangement paid because the person is homeless. This term does not include persons living doubled up or in overcrowded or substandard conventional housing. Any facility offering permanent housing is not a shelter, nor are its residents homeless.

***Small Related:*** A household of 2 to 4 persons which includes at least one person related to the householder by birth, marriage, or adoption.

***Special Needs:*** A person falling under any of the categories listed in this Consolidated Plan as requiring special or unique housing: People with Aids, Severely Mentally Ill, Developmentally Disabled, Substance or Alcohol Abusers, Battered Women, and Physically Disabled persons. This category does not include the homeless.

***Substandard Condition and not Suitable for Rehab:*** By local definition, dwelling units that are in such poor condition as to be neither structurally nor financially feasible for rehabilitation.

***Substandard Condition but Suitable for Rehab:*** By local definition, dwelling units that do not meet standard conditions but are both financially and structurally feasible for rehabilitation. This does not include units that require only cosmetic work, correction or minor livability problems or maintenance work.

***Substantial Amendment:*** A major change in an approved housing strategy. It involves a change to the five-year strategy, which may be occasioned by a decision to undertake activities or programs inconsistent with that strategy.

***Substantial Rehabilitation:*** Rehabilitation of residential property at an average cost for the project in excess of \$25,000 per dwelling unit.

***Supportive Housing:*** Housing, including Housing Units and Group Quarters, that have a supportive environment and includes a planned service component.

***Supportive Service Need in FSS Plan:*** The plan that PHAs administering a Family Self Sufficiency program are required to develop to identify the services they will provide to participating families and the source of funding for those services. The supportive services may include child care; transportation; remedial education; education for completion of secondary or post secondary schooling; job training, preparation and counseling; substance abuse treatment and counseling; training in homemaking and parenting skills; money management, and household management; counseling in homeownership; job development and placement; follow-up assistance after job placement; and other appropriate services.

***Supportive Services:*** Services provided to residents of supportive housing for the purpose of facilitating the independence of residents. Some examples are case management, medical or psychological counseling and supervision, child care, transportation, and job training.

***Tenant-Based Rental Assistance:*** A form of rental assistance in which the assisted tenant may move from a dwelling unit with a right to continued assistance. The assistance is provided for the tenant, not for the project.

***Total Vacant Housing Units:*** Unoccupied year round housing units. (U.S. Census definition)

***Unsheltered:*** Families and individuals whose primary nighttime residence is a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings (e.g., streets, parks, alleys).

***Vacant Awaiting Occupancy or Held:*** Vacant year round housing units that have been rented or sold and are currently awaiting occupancy, and vacant year round housing units that are held by owners or renters for occasional use. (U.S. Census definition)

***Vacant Housing Unit:*** Unoccupied year-round housing units that are available or intended for occupancy at any time during the year.

***Worst-Case Needs:*** Unassisted, very low-income renter households who pay more than half of their income for rent, live in seriously substandard housing (which includes homeless people) or have been involuntarily displaced.

***Year Round Housing Units:*** Occupied and vacant housing units intended for year round use. (U.S. Census definition.) Housing units for seasonal or migratory use are excluded.